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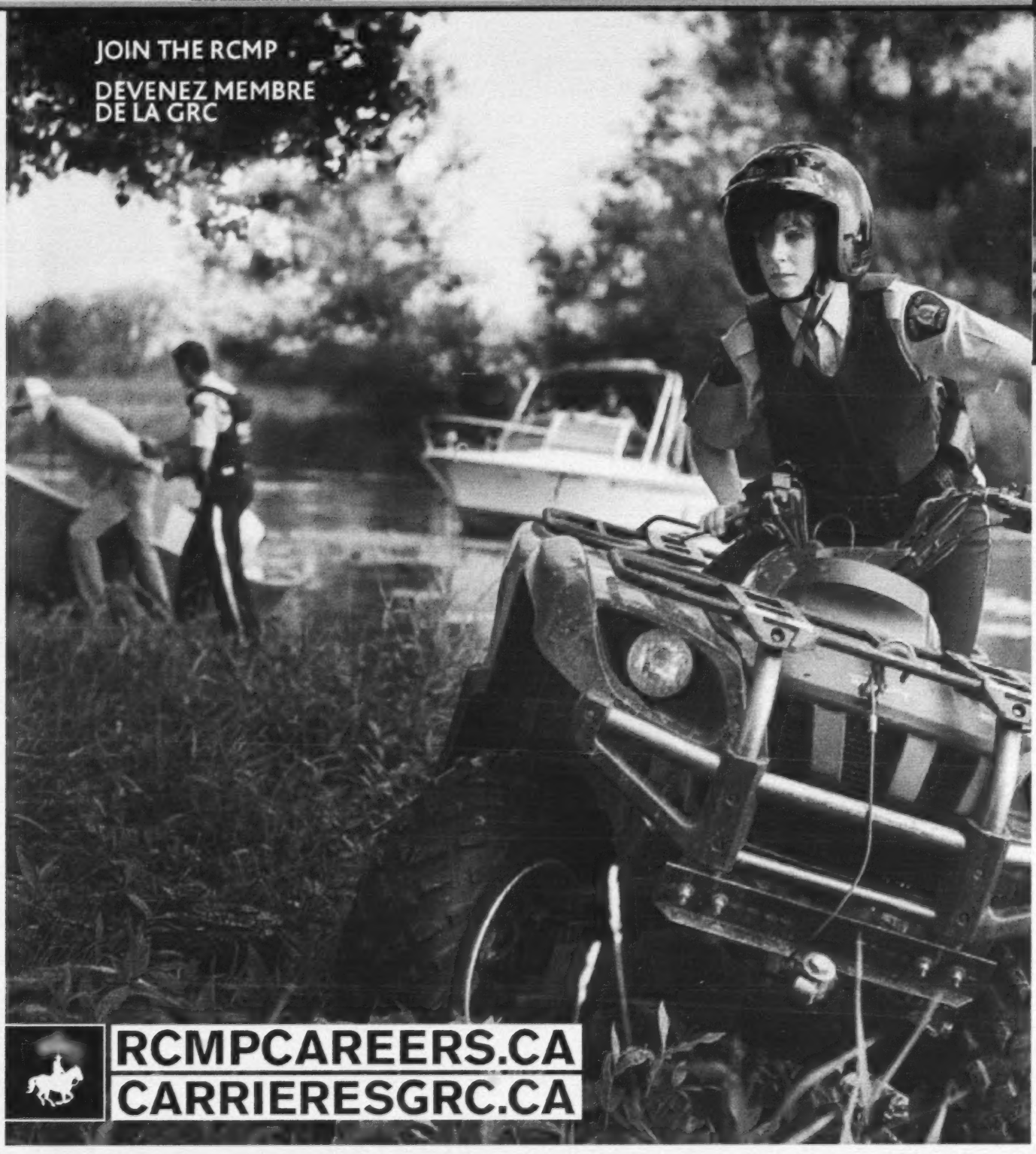

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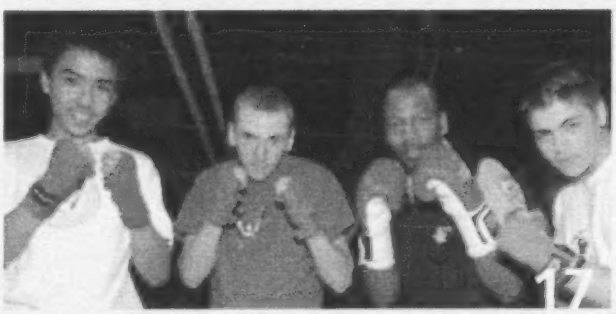

BUILDING TRUST IN OUR COMMUNITIES

Canada's population has rapidly changed in recent decades. The proportion of people born abroad, whose mother tongue is neither English nor French, and who belong to visible minority groups has risen dramatically, especially in the largest metropolitan cities of Montreal, Toronto and Vancouver. Canadian police agencies are taking notice, not just in terms of what this demographic shift means for core policing, but for the opportunities it presents to better understand the reality of all Canadians.

In this issue, the *Gazette* explores how police are changing the way they work with new Canadians, visible minorities, cultural and religious groups, and Aboriginal communities. Contributing writer Mallory Procunier travelled to Surrey, B.C., one of the most multicultural communities in Canada, to learn how the RCMP helps its members reach out to cultural, ethnic and Aboriginal groups in that city to understand their needs and experiences, and build trust.

Of course, policing diverse communities extends beyond our major urban centres, and includes communities of all kinds. Sigrid Forberg writes about a new initiative involving the RCMP in Nunavut that tries to address despair in a community plagued by high suicide rates.

The Embrace Life Council encourages Inuit youth to find ways to express their emotions and deal with their pain in a healthy way. Forberg also delves into the subject of mental illness and looks at the positive outcomes that can result when police and health agencies work together to respond to those in need.

We look at several targeted outreach programs adopted by other police agencies that have tackled problems in their diverse neighbourhoods.

A joint effort by the Washington State Patrol and Yakama Nation Tribal Police Department reduced the high rates of traffic fatalities on the Yakama Indian Nation Reservation using a media campaign, targeted enforcement and community outreach.

The Toronto Police Service and its consultative committee for the lesbian, gay, bisexual and transgender community worked with 21 agencies and community service providers to lower high rates of homophobic bullying and hate crime in that city.

In Montreal, an initiative developed by Cst. Evans Guercy invites at-risk youth from diverse backgrounds to join him in the boxing ring. The Club de Boxe l'Espoir provides discipline and direction for these kids, with outstanding results.

And the South Wales Police in Cardiff, U.K., partnered with a language school to teach English to a large number of asylum seekers in that city. But the training went further — providing new arrivals with practical knowledge of law and policing in the United Kingdom, and a renewed sense of trust in police.

Finally, we hear from Anna T. Laslow and Dr. Lorie Fridell about the latest research in fair and impartial policing, an essential component when working with people of diverse backgrounds. They explain the science of human bias and how police agencies can incorporate this knowledge into their training curricula.

Seeking first to understand our multicultural communities before enforcing them is an approach worth embracing. We hope this issue can provide some insight into how diverse communities can be safe and livable communities. »

— Katherine Aldred

ON THE COVER: Sgt. Drew Grainger chats with visitors at the Fusion Festival in Surrey, B.C. *Photo: Cpl. David Douangchanh*

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ZERO TOLERANCE FOR YOUNG DRIVERS

Young drivers in Quebec who choose to drink and drive, and who get caught, will now be paying a steep price.

As of mid-April, drivers 21 and under are subject to a zero alcohol rule — even if they have their full licences. The penalties if they are caught driving under the influence include four demerit points entered on their driving record and a fine ranging from $300 to $600.

The severity of the consequences according to Société de l'assurance automobile du Québec (SAAQ) spokesperson Sylvie Tremblay reflects the overrepresentation of youth involved in road accidents.

"The zero tolerance measure is part of a strategy stemming from the Quebec government's concerns about young drivers," says Sylvie Tremblay. "The objective is to reduce the number of accidents involving alcohol."

She adds that from 2005 to 2009, 56 per cent of drivers aged 20 and 21 who were involved in fatal collisions had consumed alcohol.

That two-year bracket represents the largest proportion of drivers who died and tested positive for alcohol.

Ontario, Nova Scotia and New Brunswick also have zero tolerance legislation.

Sgt. Claude Tremblay, of New Brunswick RCMP's traffic services, says the legislation has given police more to work with in trying to reduce drunk driving. He says laws like this are aimed at instilling good habits from an early age.

Drivers aged 20 and 21 represent the largest proportion of drivers involved in fatal collisions who test positive for alcohol.

"It's the mindset that we have to change," says Sgt. Tremblay. "If we start early at 16, then hopefully after driving for five years without drinking, they've organized themselves and it's a formed habit to have a sober driver or to take a taxi."

Sûreté du Québec (SQ) spokesperson Sgt. Daniel Thibodeau says for the SQ, the focus is on prevention. They've been applying the law and will co-ordinate future campaigns hand-in-hand with the SAAQ.

"We want to make the most impact of this and drive it home as much as possible," says Thibodeau. "Speeding, alcohol and other risky behaviours are the origin of most of the collisions involving that age group. So this law will be helpful for us to apply and make the roads a bit safer."

— Sigrid Forberg

YOUTH GANG UP ON CRIME

First Nations youth in British Columbia are helping the RCMP spread an anti-gang message in the province.

Through the Urban Native Youth Association (UNYA), B.C. youth have created a public service announcement video for the RCMP gang awareness team in partnership with RCMP crime prevention and Capilano University.

The majority of existing anti-gang material made available in B.C. to spread awareness was made for First Nations youth from the Prairies. Community leaders were concerned that the messaging wasn't culturally specific. Using an urban-Aboriginal blend along with the Nisga'a dance group from northwest B.C., the youth aim to change that. The video is currently in production.

"The neat thing about this is that it's completely youth driven," says Cpl. Angela Kermer, the gang awareness co-ordinator for the province. "It was really the communities and the leaders who wanted this and were pushing for it."

Kermer says the video shows activities like traditional Nisga'a dance groups, which are a wholesome alternative to what kids typically look for in gangs.

"If you've ever seen the Nisga'a perform, they're exactly the opposite of what we try to keep the kids away from," says Kermer. "Community and culture and everything that a gang purports to be, culture groups and families such as the Nisga'a provide."

The gang awareness team is also trying different routes to spread the message. They recently formed a partnership with Correctional Services Canada, where incarcerated residents from healing lodges will visit communities to talk about the results of the choices they made.

"Anything we can use to reach anybody is an excellent tool so my intention is to get the message out there as far as it can possibly go," says Kermer.

The gang awareness co-ordinator position was created several years ago with the hope of intervening early in a growing trend. Kermer says with the help of community leaders, local police officers and the youth themselves, they'll be able to root out the threat.

"The whole purpose of this position was prevention," says Kermer. "Right now we are able to focus on education versus suppression and being part of something in the community so we don't get to the point where we're beyond prevention."

— Sigrid Forberg

B.C.'S AMBER ALERT EXTENDS ITS REACH

After being abducted from his Sparwood, B.C. home in September 2011, three-year-old Kienan Hebert was returned safely to his family home five days later.

The success of the investigation was due in part to making his captor, Randall Hopley, aware that the public was looking for him through the province's AMBER Alert system.

Now, the Government of British Columbia hopes to make the system even more effective by broadening it to include the watch of 30,000 civil servants.

So far, the Insurance Corporation of British Columbia and London Drugs have signed up to receive e-mail alerts about abducted children at the same time that police do.

"People who are in government agencies tend to have a little more situational awareness, as well as the ability to disseminate information through Blackberries or radio communication," says C/Supt. Wayne Rideout, the officer in charge of Investigative Services and Organized Crime for British Columbia.

"We're seeking out people who are in a good position to pay attention to that information."

When the AMBER Alert goes out, it tells employees what to look for, such as a type of car or a description of a person. It also encourages them to keep tabs on local media outlets for updates and to tell others about the missing child.

"When we broadcast that information out to them, it's in their possession the entire day so that increases our odds of the observation of the suspect," says Rideout.

London Drugs was eager to be part of the AMBER Alert program and is leading the charge for private corporations to get involved. The drug store's employees, whether in the store, the distribution centre or the head office, will all receive the alerts.

"We're really excited to be involved in this if it means one child can be found safely because of our help," says Nick Curalli, General Manager of Information Technology for London Drugs.

And for the RCMP's busiest province, community assistance can sometimes be the police's greatest asset.

"Child abduction cases are extremely time sensitive so the quicker we can get the word out there to the mass amount of people, the better," says Cst. Kelly Craig, the B.C. AMBER Alert Co-ordinator. ■

— Mallory Procunier

A DREAM COMES TRUE

Before a debilitating earthquake rocked Port-au-Prince, Haiti in January 2010, the 40 children at the city's Enfant-Jésus de Prague orphanage were already living in adverse conditions.

But when the orphanage's rickety concrete walls came down with the rest of the city, it wasn't long before an effort was underway to build them up again.

The expanded and restored Enfant-Jésus de Prague orphanage was officially reopened on April 29, 2012, in a ceremony filled with songs, food and heartfelt speeches.

It was especially touching for Cpl. Christine Briand, who has been helping to support the orphanage since 2010.

Briand says the sight of the rebuilt orphanage, complete with a water well and a roof, was overwhelmingly emotional. But a moment she'll never forget happened after the ceremony, when the dinner bell rang and the kids didn't come running for food.

"That just showed me that they are eating and they're not hungry anymore," Briand says.

The orphanage has been in the hearts of Ottawa RCMP ever since S/Sgt. Stéphane St-Jacques met one of its nuns on a mission in 2008.

When he visited the orphanage, St-Jacques noticed that the children didn't have a source of fresh water or much food so he immediately bought them a few bags of rice and cases of water.

But he didn't stop there. St-Jacques placed calls to his colleagues in Ottawa who jumped at the chance to help in any way they could. By the time the earthquake hit, St-Jacques had already gathered such a wide support for the orphanage that everyone was quick to boost their benevolence.

Once word spread that the orphanage had crumbled during the earthquake, cross-country fundraising efforts began to help rebuild it. RCMP members in Quebec and Ontario donated thousands of dollars, and the City of Langford, B.C. generously donated $250,000 and loaned out its fire chief, Bob Beckett, to go to Haiti to help with the build.

"We wanted to use the project to teach our children the responsibility that we have to reach out to those communities, even those global communities," Beckett says. "To me, that's exciting stuff." ■

— Mallory Procunier

The expanded and restored Enfant-Jésus de Prague orphanage officially opened on April 29, 2012, giving a home to 40 Haitian orphans.

S/Sgt. Stéphane St-Jacques

Rod Andrews, Saskatchewan Valley News

Members of the RCMP and other law enforcement agencies say a solemn farewell to Cst. Robin Cameron at her funeral.

FROM TOLERANCE TO UNDERSTANDING

POLICING CANADA'S DIVERSE COMMUNITIES

By Mallory Procunier

For generations, Canadians have struggled to form a national identity. But it's not for a lack of cultural, ethnic or linguistic distinctiveness.

In its cultural mosaic of 34 million people, Canada represents cultural diversity like no other country in the world. So for its national police force, it can be a challenge to work with new Canadians who may not know the role of police or with some deeply rooted Aboriginal peoples who have had a turbulent past with law enforcement.

But there's also an opportunity to learn about the cultures that make up the country's population and a lesson in compassion that comes from an understanding of differences.

CANADA'S MULTICULTURAL MECCA

The City of Surrey, B.C., one of the country's most multicultural municipalities, provides an opportunity for RCMP to learn about cultural differences.

In this suburb of Vancouver, which almost 460,000 people call home, visible minorities form 46 per cent of the population. Sixty per cent of them are immigrants from South Asia, but a medley of other ethnicities also make up the community.

Surrey embraces its diversity and structures its policing methods around the city's layout. The Surrey RCMP detachment's jurisdiction is sectioned into five districts that are designated along cultural and socio-economic lines.

District One comprises the downtown district and the "The Strip" — a three-block radius that's notorious for homelessness and drug abuse and dotted with methadone clinics, sex shops and a couple of bottle depost stores.

Driving south, different ethnic communities transition into each other. A well-kept Punjabi community unfolds from the dilapidated downtown core. Mosques, temples and community centres are sandwiched between the showy houses that belong to the South Asian population and the larger homes that are crammed with several Chinese families who choose to live together.

With all these different cultures packed into one city, it can be difficult for newly transferred members to adjust to the community they police. But Surrey detachment is prepared to ease the transition.

A WAY IN TO THE COMMUNITY

Rosy Takhar is Surrey's crime prevention and community services manager, but is known as the diversity co-ordinator around

the detachment. It's a position that's suited perfectly to the cultural anthropologist who previously spent more than a decade working with new immigrants. Takhar understands the challenges that new immigrants face in Canada and how they may not realize the role that police play in a peaceful country.

"We have a lot of people who come from countries where police work under a bribery system and are not to be trusted so many people here have a fear of calling the police, especially those who are not well off socio-economically in the countries they come from," Takhar says.

Part of Takhar's job is to hold presentations every time new recruits or transfers come to Surrey detachment. She teaches them how to be a resource in the community and what to do when they face road blocks like language barriers.

"In terms of training, I look at it from our Surrey lens — what's affecting our members and what would they benefit from knowing," Takhar says.

Takhar recalls one presentation where a member was having trouble with community members who meant to call India but who were accidentally dialing 911. The member would still be required to respond to the hang-up 911 call, but the callers didn't want to let the police officer in to their homes.

Takhar worked with the member to design info cards with Punjabi on one side and English on the other to inform clients why the police are at their door and how to avoid the situation in the future.

"You need to educate them because the police officer who is standing there saying he has to go through the house is put in an awkward position when there's a language barrier," Takhar says.

Takhar also teaches members about the different ethnicities that make up Surrey's population. She goes over the differences between Sikhs, Hindus and Muslims and some religious or societal customs that may impact police work.

She talks about Malaysian immigrants who will get out of the car when they're pulled over by police because that's the societal norm they're used to in parts of Southeast Asia. She also forewarns members of some Middle Eastern cultures who can be afraid to phone the police when they witness a crime because they think they'll be in trouble.

With Takhar's help, Surrey is well-equipped to respond to the diverse community it serves — not only through her work with members, but with the public as well. Takhar holds regular community talks with service providers who work with new immigrants to teach them when and how to get the police involved.

She also works with crime prevention co-ordinators in each of Surrey's five districts who give bi-annual presentations to English as a second language students about the role of the police as a resource in the community.

"It's hard to articulate how reliant we are on the inroads that we can build into the community with Rosy's help," says Insp. Garry Begg, Assistant Operations Officer for Surrey detachment. "There's no time to be modest in our business."

AN EYE ON THE FUTURE

While Takhar is reaching out to new immigrants, Cpl. Rafael Alvarez is looking out for their children. Alvarez heads Surrey's Youth Section as well as countless programs aimed at keeping youth out of gangs and on track for the future.

Alvarez doesn't look like a police officer. His rolled-up shirt sleeves expose tattoos up his arm, but that, combined with his positive and encouraging attitude, affirms that he's perfectly suited for his position. He runs the Surrey Wraparound Program, which targets at-risk youth and essentially "wraps" RCMP and community-led services around them to reinforce a positive lifestyle and more self-worth.

The program pairs them with jobs in the community and makes sure they don't have negative influences at home. It also exposes them to the realities of what can happen to a kid who chooses a life of crime.

Alvarez beams when he talks about the successes of the Wraparound program. But he admits that sometimes the cultural barrier is hard to overcome. So when he found an Arabic-speaking member in the area, he immediately seconded him to help bridge the communication gap between police and immigrant families.

Even though there are more than 600 members at the Surrey detachment, both Alvarez and Takhar admit it's sometimes difficult to find these types of resources. But they're solving that problem for the future.

Takhar sometimes acts as a recruiter of sorts for Surrey detachment. Recently, she joined a few members at a basketball tournament at an elementary school in one of the districts. In that group was a South Asian female member, who some young South Asian female students were shocked to see.

"There were so many little kids at that elementary school who didn't know that there was ever a chance that a young Punjabi girl could be a police officer," Takhar says.

It's the old-world thinking that keeps these children out of a law enforcement career, Takhar says. Parents see what happens to police in their home countries and don't

WALKING THE BLOCK

"The Strip" is notorious in Surrey for being a tough neighbourhood. But for Sgt. Drew Grainger, it was a place he liked to visit often as a member of Surrey's Foot Beat patrol team.

Even now, as Surrey's media relations officer, Grainger is still on friendly terms with the homeless. He spent years there in uniform and on foot with the team, walking through what addicts along the Strip call "Surrey's Downtown Eastside" and checking up on those who call it home.

As Grainger drives down the street, a bedraggled middle-aged man recognizes him instantly.

"This guy is good, I'll never forget it," he said, as his friend stood silently beside him, bobbing his head and smiling. "He's one of the good ones."

The relationship between the drug addicted and police in this three-block radius has not always been friendly. When Grainger first started with the Foot Team, the RCMP weren't welcome on the Strip. Arrests, violent takedowns and force were the means of dealing with these people.

But Grainger's approach of casual conversations has left a lasting impression.

— Mallory Procunier

want their children to be exposed to that type of work. But when she puts on her recruiter hat, Takhar tries to show them that a career in the RCMP couldn't be more different.

"You're not going to get a diverse work force if you don't actively change people's perceptions," Takhar says. "If new immigrant parents feel that policing is dangerous, they're not going to send their only son into policing."

SIMILAR APPROACH

Surrey's approach to policing multiculturalism is to educate its members and encourage them to understand the problems within the communities they police.

So it should be easy for Saskatchewan-native Cpl. Con Lerat, an Aboriginal member at the Rosthern, S.K. detachment, to empathize with the issues that the Beardy's and Okemasis First Nations members face. But he actually finds it quite difficult.

"Our family was never into heavy drinking and they never got into trouble so seeing that other end of things was hard," Lerat says. "I guess you could say it hurt me a bit to see that part of the reserve."

It was also an adjustment for Halifax-born Cst. Abriel Armitage when she found out her first posting was to a small town in Saskatchewan with a large First Nations population. She wasn't sure what sort of policing the community expected.

But she quickly learned that in Rosthern, it's not so much about addressing each individual culture as it is treating everyone equally.

"Sometimes, members on Beardy's think, 'oh there's a white cop coming into our area, get off our reserve, you don't belong here,' but I told them I won't treat them any differently than I would anybody else," Armitage says.

In the small community of around 1,300 people, crime prevention and law enforcement aren't solely the responsibility of the RCMP. And for the few members at the Rosthern detachment, having support on the First Nations reserve to curb the problems before they begin is extremely important.

JUSTICE FOR THE COMMUNITY

On the Beardy's and Okemasis First Nations reserve, a small detachment stands merely feet from the first house on the street. Two members are posted there, but they rely on support from Rosthern to keep an eye on the population.

Surrey detachment

Surrey youth learn about a career in policing during the detachment's SPURS program.

Beardy's and Okemasis First Nations once had an unstable relationship with the RCMP, but all that changed after Cst. Robin Cameron was shot and killed while responding to a domestic dispute on July 15, 2011.

Her funeral was immense. More than 3,000 people attended the ceremony, including dignitaries, law enforcement officers from Canada and the United States as well as a few of Cameron's relatives from the Canadian Armed Forces and the United States Marine Corps.

Doug Gamble, the Community Justice Officer as well as Cameron's uncle, says the overwhelming police presence at the funeral served to show members of the reserve that police are respected individuals who do courageous and dangerous work to protect the community.

"I defend the RCMP when people make comments about them because I know what their role is," Gamble says. "I don't want anything bad to happen to them because my niece . . . well I saw the bullet in her forehead and I remember that and I never want to see that again."

Gamble works with the reserve's Justice Department to prepare youth for court dates and let them know what to expect from the justice system. He's a trusted resource in the community, a firm believer in restorative justice and a comfort to first-time offenders.

"Some of them are very afraid of the court and of the RCMP, but they made their choices and they need someone to talk to, to prepare them," Gamble says.

But his job isn't all reactionary. He regularly holds workshops to teach kids about the dangers of drugs, alcohol and gangs, and the consequences of becoming a bully in their community. He'll huddle kids in a gymnasium for frank talks, recruit elders to speak to youth at wake services when someone's been a victim of a crime and even send a local service worker out to the penitentiary to speak to youth who have already made the choice to offend.

"We bring those resource networks right to them so there's enough education for them to respond to in a positive way," Gamble says.

Gamble wants to maintain harmony in his community. And by teaching youth to respect authority and to find something to occupy their time besides drugs and alcohol, he's truly made an example out of the Beardy's and Okemasis youth.

"When police officers come into a First Nation community, some of the youth don't know how to show respect to a police officer, but here they do," Lerat says. "They'll say hi to you, shake your hand and it's really good to see." ■

LIVES ON THE LINE

RCMP HELPS ENCOURAGE YOUTH TO EMBRACE LIFE

By Sigrid Forberg

In an area of the country characterized by its isolation and lengthy periods of darkness, many residents of Nunavut experience an emotional turmoil that reflects the nature of the land.

The suicide rate in Canada's youngest territory has been an issue for decades. But in 2011, with a population of just 33,000, Nunavut had 33 suicides — a number C/Supt. Steve McVarnock, the RCMP's commanding officer in Nunavut, says would create outrage in any small southern community.

"Suicide has impacted everyone up here in some way, shape or form," says McVarnock. "This has been going on for decades and the numbers are just getting higher as the population's getting younger and more conflicted."

So several organizations, including the RCMP, the Nunavut government and the Embrace Life Council (ELC), are opening up a dialogue about suicide, encouraging people to seek help for themselves, friends and family members.

PARTNERS IN PREVENTION

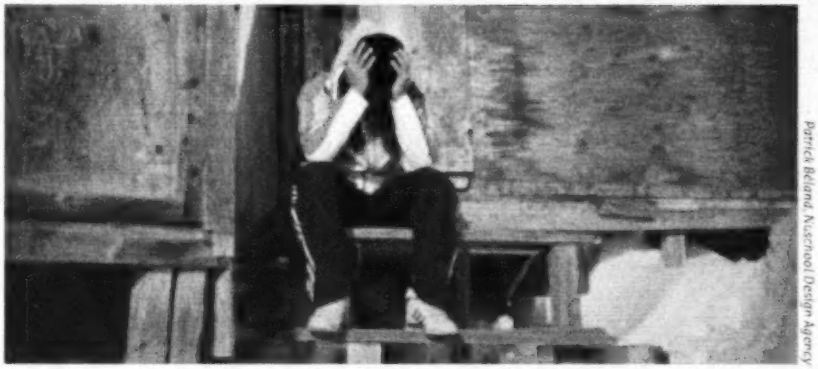
The ELC, a suicide prevention initiative in Nunavut, was established in 2003 as a non-profit charitable organization with a mandate to contribute to the mental, emotional and physical and community wellness of Nunavut through education, research and training.

Cst. Angelique Dignard represents the RCMP on the ELC board. Taking over for McVarnock a year and a half ago, Dignard has witnessed a lot of change in the recent months.

Having been posted to Nunavut for nearly five years now, Dignard has a fair bit of experience and knowledge on the topic of suicide in the North.

She says the RCMP is in a unique position to help because not only are they present in all 25 communities, but they respond to almost every call of attempted or completed suicide and suicide ideation.

"It's important for the RCMP to be involved because we deal with this every day," says Dignard. "Our goal is to have safe homes and safe communities, which encompasses so many different aspects — including suicide prevention."



Patrick Béland, Nuorikool Design Agency

A scene from one of the suicide prevention commercials shot for the Embrace Life Council.

LOST GENERATION

McVarnock says many of the members who work in Nunavut are parents themselves or have younger siblings and find it hard to fathom the hopelessness that leads young people to the finality of suicide.

The majority of those who take their own lives are young men under 25. Last year, one of the victims was 12 years old and another 13.

While there is training and support for members when dealing with the topic of suicide, the senseless tragedy of losing the younger generation has spurred many members like McVarnock and Dignard to try to understand and combat the presence of suicide in Nunavut.

Jenny Tierney, the executive director of the ELC, says when she first arrived in Nunavut, it was an eye-opening experience. She adds suicide in the Inuit communities is a complex issue. Factors range from high incidents of child sexual abuse to the impact of colonization.

"No child should have to go through what a lot of the youth here are experiencing, they should be able to enjoy their childhoods," says Tierney. "So that's part of what we're trying to do, which is to raise awareness and provide supports within the community so that children can live the lives of children."

FOCUSING ON THE FUTURE

Both the RCMP and ELC recognize that their initiatives will take time. But in targeting the issue itself as well as the root causes, hopefully they will be reducing the numbers of youth who not just commit but also consider suicide.

Proactive activities like the Aboriginal Shield and the Youth Academy as well as community events get youth out and active with their peers and community leaders, building connections and self-esteem.

And more than that, it's about getting people to talk about the issue, to express their emotions and deal with them in a healthier manner by leaning on friends, family and even the RCMP. With this purpose in mind, the ELC recently released two commercials.

Airing on the Aboriginal People's Television Network and in health centres in five major communities, the commercials — in Inuktitut with English subtitles — encourage open and honest discussion on the subject of suicide.

Both the RCMP and ELC hope that through their efforts, youth will see there is light after the darkness.

"We just want them to know that there is this big world out there and it's not just hopeless," says Tierney.

"If you feel like you don't fit in, if you feel like there aren't any opportunities for you . . . there's still so much more out there beyond that." ■

COMPASSION AND CONVERSATION

INTEGRATED TEAM REACHES OUT TO MENTALLY ILL

By Sigrid Forberg

For many police officers, the concepts of criminal and victim are thought of in black and white terms. But there are a growing number that understand it can be more of a grey area.

When dealing with individuals with mental illness in crisis, empathy, education and understanding are key in ensuring a safe resolution. And several agencies in British Columbia have responded to this growing need by getting involved in the Crisis Intervention Team (CIT).

The CIT program is a community-based initiative that promotes partnerships between mental health agencies and emergency services. Chilliwack RCMP and Fraser Health have combined forces, partnering an RCMP constable and a mental health liaison to respond to these complicated crisis situations.

"Resources are always a bit of an issue for both agencies," says Andy Libbiter, the interim executive director of Mental Health and Substance Use services with Fraser Health. "Collaborating really improves each agency's understanding of each other's roles and services so that we're better able to respond to people at the street level."

SHARING SERVICES

Cst. Valerie Conroy is the social chronic coordinator for the Chilliwack RCMP. She is partnered with Denise Armstrong, the mental health liaison from Fraser Health.

In their time together, Conroy and Armstrong compile a list of individuals in the community who meet the social chronic criteria — which includes a set number of negative interactions with police — through their own information and referrals from other members.

The list keeps track of the individuals they need to check in on occasionally to ensure they're taken care of and have access to any assistance resources they might need.

It's been an eye-opening experience for Conroy, but she says she's learned a lot.

"Our goal is to work towards keeping police, clients with mental illness and the public safe," says Conroy. "If the situation allows us to take the time and show the person we're dealing with that we are there to keep them safe too, it can work toward de-escalation."

From the Fraser Health perspective, enabling learning is crucial. And it includes everything from learning the difference between arresting and apprehending under the Mental Health Act for officers out in the field, to instructing receptionists how to properly manage crises that happen at the front desk or over the phone.

"This has been really great for Chilliwack," says Armstrong. "I think any kind of positive relationship between the police and mental health employees benefits the community."

And it's not just the community that benefits — going in prepared and knowledgeable also helps officers protect themselves and keep in control of the situation.

The CIT program was originally developed in Memphis, Tennessee nearly 25 years ago. According to the National Alliance on Mental Illness, in that time, the number of officers injured during "mental disturbance" calls has dropped 80 per cent.

Similar programs have been put into use all across the United States and in several Canadian police forces like the Burnaby and Beaumont RCMP detachments, the York Regional Police and the Edmonton Police Service.

SPECIFIC SKILLS

But the job requires a certain kind of officer. Conroy was chosen for the position because her personality was suited for the demands of the job.

A survey in B.C. revealed that 40 per cent of people with mental illness have been arrested at some point in their lifetime.

The survey also found that community members exhibiting symptoms of a mental illness are more likely to have negative attitudes towards police — something officers have to keep in mind going into these situations.

"I'm interested in people," says Conroy. "I recognize that people with a mental illness can struggle at times. Understanding mental illness can lead to more positive interactions and outcomes in times of crisis."

It's that a lack of understanding that can sometimes lead to unnecessary escalations and even in some cases, tragedy.

Conroy refers to a case where she and Armstrong responded to a call with other RCMP members. Armstrong and Conroy understood that the apprehension was likely to take a while.

An hour and a half of calming conversation later, the officers were able to apprehend the individual safely and without incident even though he was opposed to going to the hospital.

"I did want to be a police officer to help people," says Conroy. "We are there to enforce the law but it's the way you do it that can make a difference." ▪

WHAT DO ETHNIC AND CULTURAL GROUPS MOST WANT FROM POLICE?

THE PANELISTS

- **Cpl. Dave Ogungbemi, RCMP cultural diversity liaison officer, Contract and Aboriginal Policing Services, Manitoba**
- **Emad Aziz, RCMP cultural diversity committee representative from the Muslim community in Halifax, N.S.**
- **Nona R. German, MS, RSW, community social worker and member of the Edmonton Police Service Aboriginal liaison committee**
- **Rodney McLeod, First Nations student, University of Alberta**

CPL. DAVE OGUNGBEMI

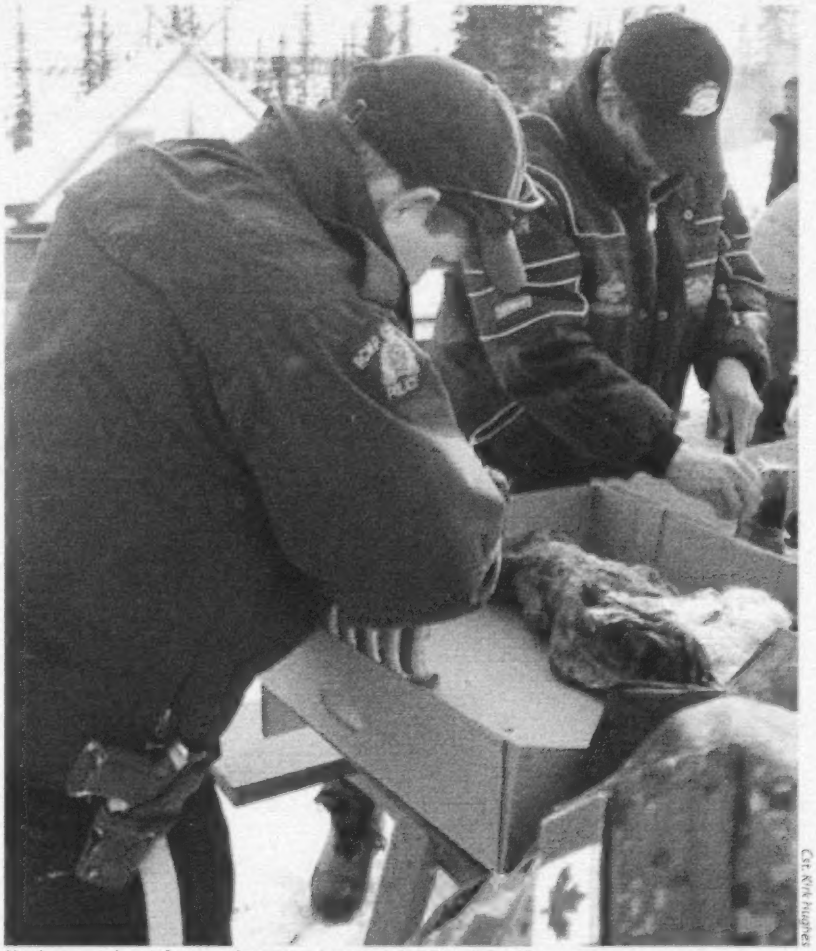
Ethnic and cultural groups mostly want to feel secure first. They want their voices to be heard and they want to understand and have a good working relationship with police, ideally through continuous interaction with them. They'd like to have a contact or resource person within the police environment, especially one who can relate to them and understand their issues, culture and what they're going through.

As police, we need to be patient, flexible and really listen to their concerns and what they have to say. These groups want police to educate themselves about their culture. To build trust and good rapport is a slow process depending on a particular ethnic community. I've found that once the initial bridge is built or crossed, the community will know that the police member is genuine, and this will build trust.

They want police to be very candid with them and not promise something they can't deliver. They know we have a job to do because we are a police officer first. However, we need to educate them that we are bound by the law to enforce it and arrest if we have to.

Communication must be two-way communication. Cultural and ethnic groups want to assist and be engaged in some of what we do. They believe in the adage: "It takes a whole community to raise a child" and that police can't do it alone.

In my experience, visibility is also crucial. When police officers participate in various cultural events, it goes a long way to developing that relationship. It allows interactions between police and the communities so they can get to know each other one-on-one. This is particularly true when we partake in their food. Meeting people in an informal setting can go a long way to building relationships rather than the usual meetings or appointments. Impromptu visits by police officers are also welcome.



Cpl. Kris Hughes

Meeting people in an informal setting can go a long way to building relationships.

As police officers, time isn't always on our side for participating in community outreach events, so having a dedicated flexible member for this is one solution. As communities often hold their events on weekends or evenings, this isn't always ideal for officers on shift work. However, people notice when we make the "sacrifice" to adjust our schedules or be away from our family to attend their activities.

Ethnic and cultural communities want us to be involved with their youth to act as role models or mentors. By participating in youth sports, gang awareness education, recruiting and law presentations, police can inspire these youth to consider policing as a viable career choice. These groups want to reflect and represent the face of Canada and have a sense of belonging.

In order to prevent their kids from being recruited into gangs, ethnic and cultural communities want information on parenting and gang issues, such as what gang

related behaviours to watch out for in their children. The interesting thing is that young people want many of the same things, especially police-friendly interactions.

To be successful, positive interactions with police and ethnic communities must be ongoing, regardless of the bumps or obstacles along the way.

EMAD AZIZ

The immigrant population is the fastest growing demographic in Canada and, unfortunately, many of these new Canadians come from countries with oppressive or ineffective police forces. Hence, RCMP officers must work extra hard to overcome the bias that immigrants bring with them, and show that RCMP is a valiant organization dedicated to preserving and protecting Canadians. A few suggestions will help achieve this goal.

Communication. It's important for officers to be patient with various ethnic and cultural groups as English or French may not be their first language. Seek to understand, repeat instructions slowly and politely, and review written and verbal statements often. This will ensure the information being relayed is accurate and intended.

The language barrier also creates fear and lack of confidence for many people, who tend to "turtle up" within their own communities and rarely interact outside their groups. Having a translator or a respected member of the community present can be beneficial.

Approachability. Everyone gets nervous when they see a police cruiser in the rear-view mirror and officers sporting sunglasses appear even more intimidating.

Officers must show genuine concern when working with civilians and make themselves approachable. Try removing your sunglasses when working with civilians; seeing your eyes shows genuine intent and will help relax them. Wearing sunglasses shows disengagement. Be aware of your body language and possible cultural faux pas. Can a male touch a female? Is it permissible to enter a house with shoes on? Should I remove my cap when addressing a senior person? When in doubt, always ask.

Being approachable also means being visible and accessible under normal circumstances, not just during an incident. Be involved in cultural events, visit a mosque or church on a friendly tour, find out what's causing concern in the neighbourhood. Be proactive in asking about their well-being and members of the public will be proactive in sharing information. Share a meal: food brings everyone together.

Information. What's routine for officers may be interpreted as special treatment or racial profiling for civilians. Various cultural groups may not be familiar with Canadian rights, laws and procedures, so it's important that officers explain pertinent steps and information as needed.

Involvement. Public safety announcements, awareness programs, recruitment drives and hotlines for sharing tips and leads must include content that ethnic and cultural groups can connect with. This requires understanding the needs of a cultural group, involving them in creating the material and making them drive the program. Recruiting from various ethnic communities provides tremendous buy-in value from that community.

Trust. This comes only with time and repeated successes in establishing strong working relationships with the communities. Get to know your community. Good neighbours keep safer neighbourhoods.

NONA R. GERMAN

The conversation and debate surrounding minorities within the Edmonton Police Service is framed erroneously and plays into a presumption that places the onus of the challenges upon minorities. This is not shocking as there is a long history of police officers attempting to mitigate the "Indian problem" without regard to the "settler problem."

Historically, rather than creating a conversation around what they want, police relations may benefit more from examining a rather villainous history to see what they don't want. This perspective has changed in the Edmonton Police Service with the development of public liaison committees from different ethnic and cultural backgrounds. There's a sincere desire within policing services to better address long-standing contentious concerns within the Aboriginal (and other) populations.

While incidents that stem from racism may be isolated in nature, they act to vilify all police officers to Aboriginal peoples, just as incidents with minorities may create a stigma regarding "minority problems" within police services. To assume that special treatment or policy is needed is to assume that problems lay within those populations rather than assuming that the problem lies within how those populations are viewed and/or dealt with.

While official policing policies may reflect bureaucratic concepts of sensitivity and equality, pathological connections to minorities continue to exist within Canadian society. Police officers are not immune to this, but can be educated to transcend it. In this sense, equal treatment may mean an officer being able to cognitively process historical relations that have led to contemporary situations in their day-to-day activity. If an officer can understand at an analytical level why some populations may be more involved in activity needing their attention, they may deal with them in a more appropriate manner.

The Canadian mosaic is quite blatantly a false construct. In responding to a survey, most Canadians may "like" a multi-cultural society when asked, but will cross the street when they see a homeless Aboriginal man doing little more than walking along.

If the Edmonton Police Service were to play into the results of a simple survey solely as a means of supporting policies, they wouldn't accomplish much. Instead they've responded to various cultural groups in a very good way through the formation of a process whereby information is exchanged in a constructive and productive manner. Continued action and understanding through the Edmonton Police Service Aboriginal Community Liaison Committee, and other committees like it, helps us all to move forward.

After all, we all want to live our lives without having to struggle for the essentials (food, water, shelter) and without having to explain ourselves at every innocent and legal action.

RODNEY MCLEOD

This question is difficult and complex to answer because of the history and diversity within the Aboriginal community. One person may want nothing from the police. Another may want to trust police officers. Some may be the product of the child and family services and/or justice system, and may just want police officers to understand where they are coming from.

Many police officers may not have, or may never experience, the immense spiritual, mental, emotional and physical trauma that many Aboriginal peoples deal with daily

from the decades of ongoing oppression faced by their people. Coming from a people who have been deeply oppressed, many reflect on themselves as inferior beings and thus have very low self-esteem, hold the belief that they belong incarcerated or, worse, think they are better off dead, leading to suicide and self-destructive behaviours.

When abuse becomes normal, and when an authority figure becomes present, many act in the only way they know how, using abusive and disrespectful behaviour. Many of the Aboriginal peoples who come into contact with police officers are the ones who have lost their solid grounding in what it means to be of Aboriginal descent: to live healthy and in harmony with oneself and others.

Police officers need to practise respect, honesty, gratitude and humility, and lead by example, becoming empathetic towards those who are lost in their identity and show care for what some of these individuals are going through. In order to trust police, much of the responsibility comes from those in positions of power and authority to act in a manner where tension is reduced, showing some empathy and building relationships of trust.

Police may need to become more open-minded about the history, contributions and relevancy the Aboriginal culture and way of life have, not just for Aboriginal peoples, but for all those looking for a deep, meaningful relationship with themselves, the environment and others to secure a quality life.

Also many Aboriginals would like the police department to have more involvement and understanding of the Aboriginal culture and way of life.

This may be achieved by facilitating sharing circles with the police department, and for the department to support and appreciate the importance of mending broken relationships of trust through restorative justice programs and sharing circles. Areas of trust have been and continue to be found in the sacred circle.

Equal relations are shown to enhance communication, information-sharing and knowledge of each others' histories and desired futures.

Many Aboriginals want police and their departments to understand, respect and practise the Aboriginal way of life — a way of life that honours trust and brother/sisterhood to become a people of one. ▪

A MATTER OF TRUST

POLICE PARTNER WITH LANGUAGE SCHOOL TO HELP NEW IMMIGRANTS FEEL SAFE

By Cardiff Bay Police station, South Wales Police, United Kingdom

In 2001, the United Kingdom experienced significant rises in immigrant arrivals seeking political asylum. As a result, the U.K. Government devised a policy to relocate asylum seekers across the United Kingdom to reduce the impact experienced particularly in London and the South East.

Cardiff became the first local authority in Wales to receive large numbers of asylum seekers. About 2,000 individuals arrived in the first year alone.

The South Wales Police quickly recognized that as a result of the introduction of large numbers of migrants to their communities, many with a limited knowledge of English and a variety of cultural and religious values, these new arrivals faced many challenges, among them, language barriers and a very limited understanding of their respective rights and responsibilities.

Cst. Vince Donovan, a 15-year member of the South Wales Police Service, was tasked by senior managers to be the lead officer responsible for asylum seeker issues related to police training and awareness.

I WANTED NEW ARRIVALS TO APPRECIATE THAT POLICE IN THE U.K. WERE FRIENDLY AND APPROACHABLE. THE OFFICERS WERE HERE TO HELP AND PROTECT THEM.

Donovan understood that many of these individuals had inherent fears of the police as a result of past experiences. He'd heard stories about asylum seekers having been beaten, robbed and even raped by police in their home countries.

"I felt it was so important to try and ease such fears and go some way to try and change inherent perceptions," says Donovan. "I wanted new arrivals to appreciate that police in the U.K. were friendly and approachable; the officers were here to help and protect them."

Looking for an opportunity to connect with this community, he approached Susan Morris of the Cardiff English for Speakers of Other Languages (ESOL) services. Together they designed a course to provide asylum seekers with an understanding of their rights and responsibilities while building a relationship of trust. The result was the first police-led ESOL class for the newcomer community.

LEARNING TO FEEL SAFE

Policesol is a course that teaches English as it builds relationships between law enforcement officers and the new migrant community. Developed to complement existing English training resources, it focuses on providing students with practical knowledge about law and policing in the United Kingdom.

Designed as a series of 10 two-hour sessions, the course includes topics such as "An introduction to the police," "Dealing with an emergency," "Child safety in the United Kingdom" and "Driving in the United Kingdom." The course also addresses racism, domestic violence and personal safety.

Each session is intended to give students confidence in the police, an awareness of the role of the police and an understanding of laws in the United Kingdom, while developing core written and spoken English skills.

When the topic of the police is first introduced, students become noticeably quieter and tense. Many of the students have experienced corrupt police practices and ill treatment by police in the past.

However, ESOL teachers continually emphasize that the police are there to provide students with the information they'll need to live comfortably and safely in the United Kingdom.

Each session also includes time for students to ask direct questions to police officers and raise issues of particular concern.

Examples of the questions raised include how many passengers may be legally carried in a motor vehicle, what is racism, and how can police in the United Kingdom arrest someone.

South Wales Police

Cst. Vince Donovan attends a Communities Together event at which a new Policesol model was launched to an ethnic minority audience.

But the key aim of Policesol is to reduce the fears and perceptions that students may harbour of the police from possible previous experiences in their own country.

For this reason, police officers who attend Policesol do so in uniform, which provides the opportunity for students to gain the confidence to speak to a member of the police service.

Such engagement in the classroom can lead to students gaining the courage to speak to a uniformed member out in the community or at a police station.

"I remember walking into a classroom and seeing some men and women physically shake at my presence in the room," recalls Donovan. "However, after engaging with them through the teaching sessions, I found that I soon had difficulty leaving since I had so many offers of food and invites to homes for meals – all a sign of appreciation and trust."

Building stronger relationships between the police and asylum communities also helped reduce fears that have traditionally prevented racial incidents or domestic violence incidents from being reported. The lessons also ensured that asylum seekers would know how and when to use the 999 emergency telephone number and when more appropriate the non-emergency number. The 'ripple effect' of what is learned extends not only to family members and friends, but to the wider community.

From a policing perspective, another significant benefit of Policesol is that it provides an excellent opportunity for police to gain a hands-on, practical understanding of diversity issues among the ethnic minority communities who reside in their neighbourhood.

RESULTS

Policesol is an example of a program that provides new arrivals with cultural information, core language skills and actively looks to pre-empt potential community relationship problems.

"The ESOL course was popular with students," says Morris.

"Their feedback showed that the classes succeeded in strengthening their confidence in the police, their safety in the U.K. and improving their written and spoken English. The women-only ESOL classes that were held in primary schools were particularly appreciated."

Cardiff Police now encourage increasing numbers of officers to attend Policesol classes and to share in the outreach experience.

Following a successful pilot, the course is now being held at resource centres across Cardiff with lessons taught by ESOL staff in conjunction with neighbourhood police officers.

The success of this community policing initiative has been recognized and adapted by other communities across the United Kingdom.

Sheffield College adopted the course for ESOL students at the community college for students considering police-related career options, adding a work placement and volunteer component to the program. Police in South Yorkshire, England are also actively encouraging ethnic minorities to attend Policesol training courses.

Policesol also prompted the British Broadcasting Corporation (BBC), the largest broadcasting corporation in the world, to create a citizenship CD and establish a website to help ESOL learners and teachers explore citizenship ideas. ■

DIVERSITY AND LEADERSHIP

A DUTCH OFFICER'S EXPERIENCE IN A MULTICULTURAL CITY

By Patrick Voss, commissioner of police, Netherlands Police Agency

The Netherlands is going through an economic crisis, as is much of Europe. There are more immigrants, mainly from eastern countries, moving here. And there has been a rapid change in cultural diversity in the large cities such as Amsterdam, a trend that's now spreading to the rural areas.

In 2010, as part of a work/study program on diversity in policing, I was very fortunate to spend two months at the Toronto Police Service (TPS). While there, I had the opportunity to meet a broad variety of people from all over the world and to learn how the TPS's community outreach programs contribute to constructive relationships and positive interactions between police and underprivileged or excluded groups in the community.

LEADERSHIP STYLES

My focus while visiting Toronto was on leadership styles that are supportive of diversity. There are two leadership styles that support a diverse work environment: transformational leadership and participating leadership.

Transformational leaders motivate, inspire, give direction and unite people. They are proactive, and create both a shared vision of the future and the right conditions for an inclusive environment.

Participating leaders share information, use the ideas and suggestions of subordinates and come to group decisions. Participating leaders know how to motivate people and involve them in the decision-making process. They contribute to a work environment that's conducive to diversity, and encourages and integrates different perspectives. This is where participating leadership plays a prominent role.

If one is placed in a multicultural environment where no one knows any differently, it feels natural to become a part of it. During my visit to Toronto, I met people who I never would have met otherwise by stepping out on a daily basis and starting conversations with them. While 50 per cent of my time was spent within the Toronto Police Service, the rest of my visit focused on interacting with Toronto citizens, and it was time well spent.

It's impossible to learn from a book how to be open-minded and show empathy for others — preconditions for engaging in talks that aren't superficial. Through active participation in a multicultural environment, it's possible to develop these competencies. One just has to be truly interested in other people.

My stay in Toronto taught me how to see myself in a different light. The contrast between my private life and my life within a multicultural society like Toronto's was significant. In the Netherlands, I usually deal with native Dutch people, but in Toronto the reality was quite different.

Being tolerant toward others, showing appreciation and making positive use of the differences were given a new meaning during my trip. The TPS's community consultative committees illustrate this point. At one meeting I attended, the district police chief and a representative of one of the cultural groups met not only to discuss recent activities but also shared best practices, insights and vulnerabilities. Rather than merely appreciating the differences, they focused on making use of them. This was evident from the way everyone showed interest in the others' problems and came up with practical solutions. The ideas and proposals put forward were transformed into action.

STRATEGIC LEADERS

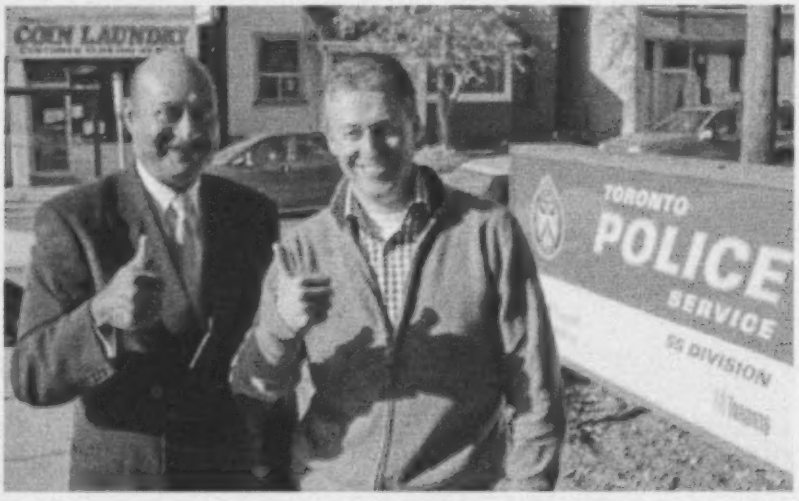
Four years ago, the Dutch police drew up a management development assessment that identifies several desired core competencies for its leaders. These competencies include integrity, courage, creativity, initiative, sociability, empathy and being results-oriented.

In my view, these focus too much on traditional Dutch society rather than on international and intercultural aspects, such as having cultural empathy, showing emotional stability, and being open-minded and flexible. International and intercultural competencies should be integrated into the standard toolbox of strategic leaders.

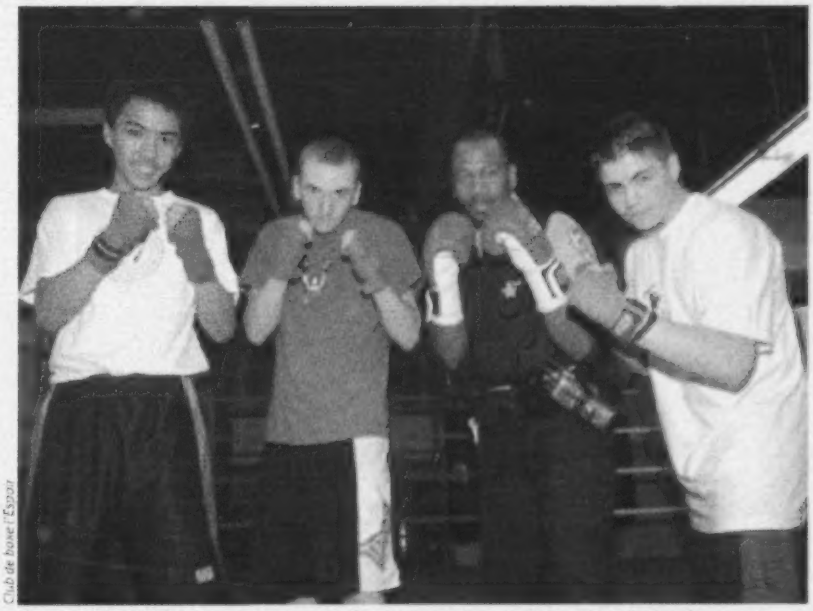
One of the behaviours I've already changed is to stop using the Dutch words autochtoon (native population) and allochtoon (ethnic minority), which are all too often used when talking about diversity in the Netherlands. These words highlight the differences between groups of people, rather than stress the added value these differences bring.

My style of leadership has definitely changed, too. I've become more outspoken and more sensitive to the possible exclusion of people. And it's an experience for which I'm grateful. ▪

Commissioner of police Patrick Voss from the Netherlands (right) poses with Toronto police Supt. Sam Fernandes during his two-month visit to Toronto in 2010.



Patrick Voss



Club de boxe l'Espoir

Montreal police Cst. Evens Guercy says the sport of boxing imparts important lessons, including learning respect, setting goals and dealing with adversity and defeat.

AN INSTANT HIT

GIVING MONTREAL YOUTH A FIGHTING CHANCE THROUGH BOXING

By Cst. Evens Guercy, City of Montreal Police Service, President/Founder of Hope Boxing Club

About seven years ago, loitering was a big problem at the St. Michel metro station.

St. Michel is one of the poorest neighbourhoods in Montreal, where approximately 40 per cent of households live below the poverty line and 30 per cent are single-parent families. St. Michel is also the infamous stronghold of the CRIPS street gang.

Following a litany of citizen complaints to city hall and police, efforts were made in accordance with a Montreal Transit Commission regulation to raise awareness among youth about the metro's no loitering by-law.

Unfortunately, it did little to change the situation. So the City of Montreal Police Service (CMPS) decided to go on the offensive, conducting a targeted operation and handing out loitering fines to defiant youth in the metro.

I took part in that operation and was moved by an emotional teen who insisted he wasn't loitering, that the subway was just a place for him and his buddies to hang out after school because they had nowhere else to go. He said there was no way he could bring a $118 loitering ticket home. I empathized with him, and decided then and there to do something about it.

Over the next few days, I talked to my immediate supervisor, Sgt. Charles Dubois, about finding a place where kids could go and learn an Olympic sport like boxing, instead of hanging out in the subway. He thought it was a great idea and that it could really make a difference.

He helped me set up a partnership project: we received a $4,000 grant from the city (borough of Villeray/Saint-Michel/Parc-Extension), the Montreal School Board gave us space in a local high school, and we spread word about the club through neighbourhood high schools, patrol officers and a community agency called Maison d'Haïti.

I chose Olympic boxing as the club's discipline of choice because I was a boxing enthusiast myself and knew first-hand what the sport has to offer: learning respect, setting goals, working as a team, and dealing with adversity and defeat, to name a few. The City of Montreal required that we change the name of the project from Programme de boxe pour les jeunes (Youth Boxing Program) to Mieux grandir par le sport (Better Growth Through Sports).

We spent the first $3,000 on basic equipment (punching bags, gloves, jump ropes, punch mitts), and had no money left for a trainer. So to keep the project afloat, I obtained my trainer certification from the Quebec Olympic Boxing Federation and started running classes during my free time.

The program was an instant hit with local youth, who no longer saw me as a cop but as a real person. They knew I wasn't getting paid to run the club. I'd even bring my daughter in with me, and she'd do her homework while I taught the kids how to box. Over time, officers from my team started getting involved in the program by volunteering, for instance to paint the gym. Today, the club receives financing from the CMPS and Fraternité des policiers et policières de Montréal.

I'm proud of our many accomplishments: one of our young boxers won a medal at the Canadian national championships; another one was crowned champion of Quebec; another one took charge of his life, achieved his dream of landing a role in a movie that will hit the big screen and shot some 50 episodes of a Radio-Canada television series; and others continue to succeed with their CEGEP (college) and university studies.

We have to believe in ourselves and, as police officers, we can give back to the community through volunteering. It does wonders for how we are perceived by the people we serve.

As front-line responders, we are well positioned to seek financing for initiatives aimed at improving the living conditions of youth in our communities. ■

Cst. Evens Guercy joined the City of Montreal Police Service (CMPS) nine years ago.

FOR MORE INFORMATION, VISIT THE CLUB'S WEBSITE:
WWW.CLUBDEBOXEL-ESPOIR.COM

REPORT HOMOPHOBIC VIOLENCE, PERIOD.

TORONTO POLICE SEE SUCCESS FROM AWARENESS PROGRAM

By Acting Deputy Chief Jeff McGuire, co-chair of the lesbian, gay, bisexual and transgender community consultative committee, Toronto Police Service

The Toronto Police Service (TPS) delivers policing services in one of the most diverse and multicultural cities in the world. The area of jurisdiction is also home to one of the largest populations of members of the lesbian, gay, bisexual and transgender (LGBT) communities in North America.

The TPS is the largest municipal law enforcement agency in Canada and the fifth largest in North America. As in most jurisdictions, crime motivated by hate or bias affects a number of communities.

The TPS has a number of community consultative committees (CCC) each representing a separate and distinct segment of the population. Each of the committees has a police and a civilian co-chair and is further comprised of representatives throughout the specific community. The police co-chairs, who are senior managers, are appointed by the chief of police.

The purpose of the CCCs is to give members of the community access to senior management of the TPS to ensure that the community and police work together on policing issues affecting that community.

HOMOPHOBIC BULLYING

In September 2007, members of the LGBT CCC expressed concern to police about the continued victimization of members of the LGBT community in the streets of Toronto. Of particular concern were the alarming levels of homophobic and transphobic bullying and violence in some schools.

The TPS LGBT committee expressed the opinion that bullying behaviour in school was a precursor to the commission of homophobic/transphobic hate crimes. A chilling example of the severity of this problem in Canadian schools was the suicide of a 13-year-old student just outside of Toronto.

As a result, the TPS LGBT committee spearheaded an initiative to tackle the problem through awareness and education. The committee first identified suitable community partners and formed a working group that included 21 agencies, community service providers and community organizations.

Members of the working group held information sessions that brought together victims and witnesses of homophobic/transphobic bullying and violence with community stakeholders, educators and graphic design students.

This working group enabled participants to learn first-hand about the effects of homophobic/transphobic bullying and violence on young people.

Subcommittees were struck to gather information and clearly delineate the scope of the awareness project.

Based on analysis and community-policing and crime-prevention principles, the working group developed a number of key priorities and core strategies: identify and target key sites of violence; promote early prevention and intervention; improve service delivery; support victims; assist in reporting hate crimes and facilitate those seeking assistance.

The goal of applying these crime prevention principles and strategies is to accomplish the following:

- Increase police-reported and third-party reported hate crimes and incidents
- Decrease the fear of victimization and increase the sense of safety

and enjoyment of life for members of the LGBT community
- Significantly reduce homophobic/transphobic bullying in schools and create a safer and more inclusive school environment
- Correct bias-motivated behaviour before it reaches the criminal threshold
- Heighten community awareness of the unacceptability of homophobic and transphobic bullying and violence

BREAK THE SILENCE

All of this collaborative work resulted in the development and delivery of the *Report Homophobic Violence, Period.* (RHVP) program. RHVP is a public awareness and education campaign aimed at young people between the ages of 13 and 25 to address reasons for homophobic attitudes and spur others to report harassment and violence to adults and police.

With messages like Prove Them Wrong, Fight Hate Crime with Courage or Take Back your School from Hate Crimes, the campaign is designed to empower young people, many of whom experience a profound level of harassment despite changing attitudes in society.

The program targets a number of groups of people including the victim, the abuser and the bystanders.

To the best of our knowledge, RHVP is the only police LGBT anti-violence program that features an LGBT youth suicide prevention module as an integral component.

"We have hate-crime legislation, but it is only as good as its implementation," says retired Cst. Tom Decker, the former LGBT liaison officer at TPS. "We want to counteract the underreporting of homophobic and transphobic hate crimes."

"Underreporting occurs when many victims feel they won't be taken seriously, they're embarrassed, they live in fear of isolation and retaliation, or they feel the incident didn't get out of control. Many still feel that by reporting, they may be re-victimized by the agents they turn to for help," explains Decker.

The TPS wants to send a strong message through its involvement in RHVP that this isn't the case and that incidents of this nature are taken seriously and dealt with appropriately.

The RHVP campaign has a traditional advertising component, complete with billboards and multimedia, but also has lesson plans catering to middle and secondary schools as well as adult education classrooms.

Equality for Gays and Lesbians Everywhere (Egale) is one of the community members that forms the LGBT CCC. Egale contributed a considerable amount of time and effort to provide the RHVP training program to law enforcement agencies across Canada and beyond.

RESULTS

The 2008 TPS annual hate/bias crime statistical report reflects a 100 per cent increase in police-reported hate crimes motivated by someone's actual or perceived sexual orientation, with 34 occurrences in 2008 up from 17 occurrences in 2007.

This report captures only those incidents that reached the criminal threshold and doesn't include reports of homophobic/transphobic slurs and name-calling. This rise in occurrences was most pronounced in the second half of 2008 after the launch of RHVP.

In 2009, the program yielded an increased rate of reporting, yet somewhat lower than in 2008.

This is likely attributed to the fact that the educational and enforcement side of the program has resulted in an increased community awareness of the negative impact of homophobic and transphobic bullying and violence.

Third-party reporting agencies have seen a similar increase in reporting. In 2008, the LGBT Youthline recorded a 25 per cent increase in client contacts from 2007. The 2007 to 2009 statistical data provided by the Anti-Violence Program of the 519 Church Street Community Centre also showed a steady increase. Both police and third-party reporting agencies have seen an increase in reports since the launch of the program. Of special interest is the fact that reports to police, which involve only incidents where the criminal threshold was reached, have seen the most significant increase.

The TPS attributes this to the success of the program in creating increased community trust and a climate that's more conducive for victims to come forward and report their hate/bias victimization to police. ■

COMBATTING HATE FROM HOME

The RCMP in Alberta is helping equip fellow police officers and community members alike to recognize and deal with hate crimes in their communities.

The Alberta Hate Crimes Committee (AHCC) has put together Beyond Hate: A Resource Toolkit, with the hope of combatting the issue in their province.

Sgt. Darryl Urano, the hate bias crime and diversity program manager for the Alberta RCMP, is a member of the AHCC. He says the toolkit, which was launched in Fort McMurray in April, has been in the works for quite a while. It's intended to be something concrete to hand out to help address hate as it arises.

"It's just a template communities can use to mobilize and form their own committees to move forward and combat the issue," says Urano. "Instead of just sitting there wondering what can you do, what can you say."

In the *Canadian Charter of Rights and Freedoms*, there is no legal definition or recourse for hate crimes. However, through the Canadian *Criminal Code*, incidents motivated by hate and incitement of hatred for an identifiable group do result in harsher sentencing principles.

Although it's outlined in the *Criminal Code*, many — law enforcement included — are unsure of what constitutes a criminal act.

What may seem like freedom of expression may be incitement of hatred and vice versa. Urano says with just one person for the whole province, the ability to pass on the toolkit in cases like that will make things much faster and efficient all around.

Urano adds the information isn't just specific to Alberta. It could be used as is or even adapted for other provinces in similar situations.

"There's other resources, hyperlinks and contact lists so if you're sitting in the middle of small town Alberta, you can at least get the ball rolling," says Urano. "I want to make sure that's available for our members because some people might start reading and say 'okay, I can do that.' "

— Sigrid Forberg

Washington State Patrol

Yakama Tribal Police and the Washington State Patrol forge a visible partnership to spotlight driving safety.

YAKAMA NATION OUTREACH

TRAFFIC SAFETY IN A CULTURALLY DIVERSE COMMUNITY

By Lieutenant Terry Liebrecht , assistant commander district three, Washington State Patrol

Yakima County is located in south central Washington State and is the second largest of the 39 counties in the state. Its diverse topography encompasses the eastern slopes of the Cascade Mountain Range and the semi-arid desert climate of the foothills. Despite its size, the county is home to only 35 per cent of the total population of Washington.

There are 10 law enforcement agencies in Yakima County that provide state, county and municipal police services to its 243,231 residents.

Its population is diverse: residents are 47.7 per cent Caucasian, 45 per cent Hispanic/Latino, 4.3 per cent Native American and 2.2 per cent other races.

In 2007, under the leadership of Washington State Patrol Chief John Batiste, the state of Washington reached the lowest traffic fatality death rate ever recorded (1.0 deaths per 100 million vehicle miles travelled), a good news story for the safety of residents.

Conversely, a 2004 study found that the number of fatal motor vehicle crashes on reservation roads had increased by 52.5 per cent nationally, compared to a 2.2 per cent decrease in the rest of the United States. Fatal crash data, when analyzed regionally across the United States, showed that Native Americans die at a rate 3.5 to 5.0 times higher when compared to other racial groups. Something had to change.

YAKAMA NATION RESERVATION

The Yakama Indian Nation Reservation is the 15th largest reservation in the United States and is the largest in Washington in terms of land mass. Despite the area's total coverage, the population of Yakama Reservation in 2010 was 31,799 — 13 per cent of Yakima County.

The Yakama Tribe was awarded sovereign status by the United States Government under treaty agreements that date back to 1855. The Yakama Nation is governed by the Yakama Tribal Council, an elected 14-member council that governs its members with tribal laws set forth by the Council and the United States Bureau of Indian Affairs.

The Yakama Nation Tribal Police Department normally staffs 10 to 12 sworn officers to cover an area nearly half the size of the entire county. The police department provides law enforcement services to the 10,000 enrolled members on their reservation.

Between October 2007 and September 2008, Yakima County experienced 30 fatal traffic collisions, 16 of which occurred on the Yakama Reservation. Of the 16 fatalities, 13 or 81 per cent involved enrolled tribal members. Nine of these collisions involved an impaired motorist.

INITIATING OUTREACH

The primary goal of the Washington State Patrol (WSP) is to make Washington roadways and ferries safe for the efficient transit of people and goods. One difficult enforcement challenge on the Yakama Reservation is that WSP troopers cannot issue civil infractions to tribal members on tribal land. Tribal members are not subject to civil infractions from outside governments while on tribal lands.

The Yakama Nation Outreach idea began in early August of 2008 as a presentation to Yakama tribal members during the tribe's

annual Treaty Days celebration. About 200 enrolled members heard the presentation, which outlined the tragic traffic statistics plaguing the Yakama Nation Reservation. Among them were Tribal Council women Lavina Washines and Portia Shields, who felt the entire Tribal Council should hear the presentation.

The Tribal Council generally holds its sessions behind closed doors and allows outside government visitors to approach only after the council agrees by a majority vote. The WSP had not been invited before the council since the mid-1980s. But a few months later, the Washington State Patrol was asked to present to the entire 14-member Yakama Tribal Council.

Capt. Shawn Berry, Lieut. Jim Keightley, Sgt. Ed McAvoy and Lowell Porter of the Washington Traffic Safety Commission (WTSC) made a compelling and emotional presentation to the Yakama tribal leaders describing how Native Americans were over represented in traffic fatalities in the state and nationally. Capt. Berry discussed the impact of those numbers locally: Yakama Tribal Members were six times more likely to be involved in a fatal collision than other county residents. He explained that everyone needed to work together to address the problem.

Following the presentation, a new relationship was struck between the tribal leadership and the WSP, with the common goal of addressing traffic safety within Yakama Nation.

A stronger partnership was also forged with the Tribal police. Tribal health and the White Swan Arts and Recreation Community Coalition. Together with these groups and the WTSC, the WSP implemented a three-pronged approach to make Yakima County's roadways safer.

The approach to deal with the statistically high rate of traffic fatalities included a multi-faceted media campaign, targeted enforcement and education through public outreach efforts.

MEDIA CAMPAIGN

The media campaign involved placing an advertisement targeting DUI (Driving under the Influence) awareness on a large billboard. The billboard highlighted the partnership between Tribal Police and WSP in their zero-tolerance stances on impaired driving. The billboard was erected near the Yakama Nation Tribal Cultural Center in the heart of the Yakama Nation Reservation.

In addition to the billboard, several ads were run in the Yakama Nation Review, a Yakama-Nation owned and operated newspaper. The ads included a safety message on occupant protection, specifically child seat safety. This message highlighted the Yakama Nation's own sovereign government law concerning child safety seats. The advertisement was titled "Buckle-Up. It's Our Law Too!"

As visibility for the project grew, a radio public service announcement (PSA) was developed for the Yakama Nation, based on a similar PSA first introduced in New Mexico. The campaign slogan was "Save a Life, Save a Nation."

TARGETED ENFORCEMENT

One of the most significant challenges associated with the project, still, is that outside government officials are unable to issue civil infractions to enrolled members on tribal land. This is a challenge as non-tribal law enforcement officials attempt to influence tribal member driver behaviour on the roadways within the confines of the Yakama Reservation.

Building relationships between tribal members, police, tribal leaders and all Yakima County residents and debunking historical stereotypes was imperative to make this project function properly and make the roadways safer for all Yakima County residents.

As a result of the partnership developed between the Yakama Tribal Police, WTSC and WSP, a grant was submitted for the purchase of 10 portable breath test devices. The WTSC purchased the devices and the WSP provided training to the tribal police in their use. They have been deployed to tribal officers to assist in our partnered approach to enforcement of impaired drivers.

COMMUNITY OUTREACH

The WSP also worked to improve its outreach with the Yakama Nation Reservation. Troopers and Yakama Nation police officers continue to participate in an annual "Spring Jam" event with the students, faculty and parents of the Mount Adams School District. This week-long event celebrates Native culture and is aimed at school-aged children on spring break.

In addition to "Spring Jam," WSP troopers also partner with Yakama Nation officers on annual events such as the Treaty Days Celebration, Tribal Health Fair, Tribal Housing Fair, various school safety fairs and graduations, and safe neighbourhood night out.

RESULTS

In May 2009, the Washington Traffic Safety Commission held a traffic safety Tribal Summit, which brought together tribes from across the state to participate in an open discussion about Washington State's strategic highway safety plan referred to as Target Zero. Target Zero outlines many strategies to reach zero traffic safety deaths by 2030 and how it applies to tribal governments. Yakama Tribal elder Eleanor Davis was featured in a short video presentation entitled "Protecting Our Future, Reducing Traffic Fatalities on Tribal Lands." She told the tragic story of losing her grandchild, who was killed in a collision involving a drunk driver.

Between 2006 and 2009, fatal collisions on the Yakama Nation Reservation represented 44 per cent of all traffic fatalities in Yakima County.

Forty-four per cent of the Yakama Nation fatalities involved DUI, and 25 per cent of all traffic fatality collisions in Yakima County involved Native drivers. In short, Native drivers from Yakama Nation were significantly over-represented in the traffic fatality statistics.

After the project concluded in 2009, using the traffic data from 2010 to 2011, 41 per cent of all traffic fatality collisions in Yakima County occurred on the Yakama Reservation. Of those 21 fatalities, 66 per cent involved DUI drivers. Of all traffic fatalities occurring in Yakima County, 23 per cent (10) involved Native drivers.

The project experienced success. Overall in Yakima County, the number of fatal collisions dropped from 31 in 2009 to 19 in 2010. On the Yakama Reservation, the number of fatal collisions dropped from 16 in 2009 to 10 in 2010. In 2011, the number of fatal collisions increased slightly. However, the program achieved the goal of fewer fatal collisions in both Yakima County overall and on the Yakama Reservation.

Many parts of the plan continue today, as WSP works with local law enforcement including the Yakama Nation Police Department, government leaders and the community to make its roadways safe.

FAIR AND IMPARTIAL POLICING

SOCIAL PSYCHOLOGY TRANSFORMS LAW ENFORCEMENT TRAINING

By Anna T. Laszlo, Circle Solutions, Inc. and Lorie A. Fridell, PhD, University of South Florida

Fairness and impartiality are the hallmarks of policing in a democratic society. In 1829, Sir Robert Peel wrote, "the police preserve public favour by absolute fair and impartial service to the law." His words are particularly poignant today as police organizations, internationally, face the challenges of providing safe, effective and just police services to the diverse communities they serve.

Biased policing — whether actual or perceived — threatens the relationship between police and community members. Without the demonstration of fundamental fairness and transparent impartiality, police risk not only the trust and confidence of the communities they serve but also the loss of the values that underlie a democracy.

ADDRESSING BIASED POLICING

Law enforcement professionals, community members, and academics continue to engage in vigorous discussions about racial/ethnic-biased policing. Much of this discussion has been based on an assumption that rampant and perhaps deeply ingrained racism in police produces biased policing.

Accusations of "widespread racism" among police are unproven and have inevitably led to defensive responses on the part of law enforcement. Police leaders who have heard that biased policing results from "widespread racism" within the profession may be disinclined to acknowledge a problem and therefore disinclined to initiate potential reforms. Similarly, officers who have heard the "racist police" characterization may deny the existence of biased policing and their involvement in it (Fridell, 2008).

THE SCIENCE OF HUMAN BIAS

While some biased policing is caused by intentional discrimination, research points to another mechanism producing biased behaviour. Social psychologists have shown that biases are normal human attributes — even well-meaning people, who consciously ascribe to non-prejudiced beliefs and attitudes, have unconscious or "implicit biases."

One implicit bias that has particular relevance for policing is the automatic or implicit association between minorities and crime (Eberhart, et.al., 2004). Over six decades of research has identified this implicit bias linking minorities and crime even in people who test as "non prejudiced" and are otherwise "consciously tolerant." This association has shown impacts on both perceptions and behaviour.

The good news from this extensive research is that people who are aware of their implicit biases can reduce or eliminate their impact on behaviour (Dovidio, et.al. 2000). Additionally, a 2007 study by Correll indicated that police training can reduce the impact of unconscious bias on behaviour. [1]

IMPLICATIONS FOR POLICE TRAINING

A broader conceptualization of biased policing — one that acknowledges the existence of human biases, even in well-intentioned individuals — is not only more accurate in conveying the causes of biased policing, but also reduces police defensiveness. Such a perspective acknowledges that the vast majority of police personnel are well-meaning and dedicated to serving all citizens with fairness and dignity. Despite their good intentions, their behaviours may still manifest

biased policing or give rise to the perceptions of it. Like humans in every profession, these officers may not be fully cognizant of the extent to which race/ethnicity impact their decision-making or the behaviours that may give rise to citizen perceptions of bias.

A law enforcement organization that acknowledges the potential impact of implicit bias on police behaviour would want training that addresses the following five things: makes personnel aware of implicit biases; gives personnel skills to counteract their implicit biases; helps first-line supervisors understand how to identify biased policing in their subordinates, early and effectively; assists law enforcement executives in developing organizational policies that promote fair and impartial policing; and engages law enforcement executives and community leaders in collaborative learning to produce fair and impartial policing.

The Fair and Impartial Policing Training Program (FIPTP) is a science-based training program that applies the social psychological research on human bias to police policy and practice. Four separate, complementary curricula encompass the FIPTP:

- Recruit academy/patrol officers
- First-line supervisors
- Training-of-trainers [2]
- Command/community leaders [3]

Each curriculum presents the science of human bias, focusing not just on racial/ethnic bias, but also on gender, socio-economic status, sexual orientation/identity and religious biases. The training design is comprehensive: it engages officers as "research participants" — vividly demonstrating what the science tells us about how humans process perceptions and associations; it challenges officers to question the quick conclusions they might draw about individuals with whom they interact; and it allows officers to practise the skills that will result in safe, effective and just policing.

Supervisors also learn to identify and respond to bias in their subordinates and reflect upon how bias might manifest in their own work. They can address how difficult it is to identify biased behaviour and discuss the importance of supervising to promote fair and impartial policing.

The training-of-trainers course is designed to allow teams of highly experienced instructors to learn the substance and training methods of both the recruit/patrol officers and supervisors curricula. The command/community leader training empowers participants to implement a comprehensive agency program to produce fair and impartial policing.

"YOU'VE GOT TO BE CAREFULLY TAUGHT"

To paraphrase Oscar Hammerstein II's lyrics from South Pacific, "you've got to be [carefully] taught to be unafraid of people whose eyes are oddly made, or people whose skin is a different shade." While implicit associations take a lifetime to develop and are difficult to reduce or eliminate, people can learn to implement controlled (unbiased) behavioural responses that override automatic (biased) associations.

The Fair and Impartial Policing (FIP) perspective changes the way we think about bias and helps policing professionals and their agencies promote safe, effective and just policing as envisioned by Peel and in the finest traditions of policing in a democratic society. ■

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For more information, contact Dr. Lorie Fridell at www.fairandimpartialpolicing.com or Anna T. Laszlo at training@circlesolutions.com.

[1] Allport and Postman, 1947; Correll, et. al. 2002; Devine, 1989; Duncan, 1976; Greenwald, Oakes and Hoffman, 2003; Payne, 2001; Sugar and Schofeld, 1980; Eberhardt, et. al. 2004.

[2] The Recruit /Patrol Officers, First-Line Supervisors and Training-of-Trainers' curricula were developed by the University of South Florida and Circle Solutions, Inc. with funding from the U.S. Department of Justice, Office of Community Oriented Policing Services, cooperative agreement # 2010CKEXK015.

[3] The Command/Community Leaders curriculum was developed by Fair and Impartial Policing, LLC.

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KNOW YOUR NEIGHBOURHOODS

HOW COMMUNITY OUTREACH CAN REDUCE CRIME

By Joseph D. McNamara

The New York City Police academy training emphasized treating everyone fairly and avoiding discriminatory conduct. As a 21-year-old rookie patrolman in New York's Harlem, I nevertheless suffered a culture shock observing the poverty, crime, violence and unofficial segregation surrounding me, things not mentioned during our training.

One day, an attractive, well-dressed 30-year-old African-American woman, bleeding from a head wound, ran up to me on my foot beat.

"Officer," she said, "I know you're terribly busy, but I've just been robbed!" Actually, I hadn't been busy at all, simply standing on a street corner.

The criminal had escaped and a number of witnesses, although sympathetic to the victim, declined to give me information that would have led to the capture of the armed robber.

What image had this innocent woman, who had been viciously attacked, held of the police that compelled her to apologize for reporting a brutal crime?

What view of the police did the witnesses hold that kept them from alerting a nearby policeman who could have prevented the crime?

During the rest of my 35 year career in policing, I never forgot the lessons learned from that incident.

CORRECTING POLICE INDIFFERENCE

The high rate of violence and crime in Harlem was directly related to the failure of the police department to understand and work within the culture of the community to prevent crime.

The department hadn't convinced highly victimized but law-abiding people that the police really wanted to keep them from harm, and that a partnership between the community and police was the best way of protecting them, their families and their property.

The NYPD rules actually specified that "members of the force shall not engage in unnecessary conversation with the public."

Little wonder that people regarded the police as aloof and indifferent to their problems.

Fifteen years later, I was appointed police chief of Kansas City, Missouri, a Midwestern city of half a million people.

The same lack of public and police partnership that existed in New York haunted Kansas City. As a result, the Kansas City Police Department (KCPD) reached out with a number of new approaches to convince neighbourhood people that the men and women of the department were dedicated to protecting them even at the risk of police lives.

FOR THE FIRST TIME, THEY SAW OFFICERS AS INDIVIDUALS ANXIOUS TO PROTECT THEM RATHER THAN ALOOF STRANGERS OCCUPYING THEIR NEIGHBOURHOODS, WHO EXISTED SIMPLY TO GIVE THEM TRAFFIC CITATIONS OR ARREST THEM FOR MINOR VIOLATIONS.

The department recruited leaders from the high-crime neighbourhoods to conduct cultural awareness classes to help explain to officers the nuances of different cultures that shaped their response to crime and the police.

Simultaneously, the department began to have beat officers and district sergeants interact with neighbourhood people and school and parent organizations during community meetings of homeowners, apartment renters and other groups.

The value of these approaches was quickly apparent. Organizations such as the NAACP and La Raza, representing the African-American and Latino communities, began to participate with the police in positive crime-prevention efforts. Personal contact between officers and those they served provided invaluable intelligence for the police on what crime problems existed and the needs of citizens.

Officers soon realized that the overwhelming majority of people were supportive. The people wanted more good policing, not less.

For the first time, localities saw officers as individuals anxious to protect them rather than aloof strangers occupying their neighbourhoods, who existed simply to give them traffic citations or arrest them for minor violations.

After a year or so, crime began to decrease. Newspaper enterprises named the department as best in the nation because improved relations with minority groups made people more willing to report crime to the police, provide information as witnesses and, when they sat on a jury, believe police testimony.

In addition to the decline in crime, the KCPD began to significantly succeed in recruiting more women, African Americans and Latinos to the force, which in turn reinforced the idea of a police and community partnership.

Three years later, I moved west to become police chief of San Jose, California. San Jose is now a city of more than a million people, the majority of which are members of minority groups that embrace a wide variety of cultures and languages.

COMMUNITY OUTREACH

In addition to the cultural awareness training and outreach programs that had succeeded in Kansas City, San Jose police had to find ways to respond to, and deal with, other challenges as well.

More than 50,000 Vietnamese had relocated almost overnight to San Jose following the fall of Saigon.

They were overwhelmingly good, law-abiding citizens who quickly assimilated into the community. The newest arrivals were gratified to enjoy freedoms we take for granted.

Their strong family-oriented culture enabled them to quickly move into businesses and seek personal advancement through public education.

Like other immigrant groups, the Vietnamese experienced problems. Many of these respectable immigrants had suffered at the hands of the police and government in the country they fled.

A number of young men drifted into criminal gangs, which were quick to exploit the reluctance of other Vietnamese immigrants to trust the police and seek protection from gangsters.

Home invasion robberies and extortion of businesses became a serious problem in the Vietnamese neighbourhoods. The San Jose Police Department began a major effort to reach out to the Vietnamese to convince them to partner with police officers against criminals.

First efforts were the same, with cultural awareness training classes, beat officers leaving their patrol cars to visit business and neighbourhood groups, and the distribution of police crime prevention literature in both Vietnamese and English explaining how and when to call the police and how the American criminal justice system functions.

Outreach efforts through radio, television and print media in the Vietnamese language were also effective in educating the new arrivals on how to improve their safety by working with the police.

The department was fortunate to receive a great deal of assistance from the Naval Language School in nearby Monterey, which volunteered to provide a 24-hour translation service in Vietnamese and other languages.

Within a couple of years, these outreach efforts succeeded to a point where San Jose became the safest large city in the United States.

POLICE CULTURE CHANGE

Police departments also have cultures that need to be addressed. In response to early efforts, the police union issued an official reprimand because "the police chief had tried to please the public."

The historical mythology of policing that tough, alert cops prevent crime despite public indifference or hostility, had to yield to research findings showing that most crimes are solved, and convictions obtained, when ordinary people call 911 in a timely fashion, serve as witnesses, and are not biased against police testimony when they serve on a jury.

Cops also had to be persuaded that outreach programs were not merely superficial public relations efforts coming from headquarters.

Outreach is, in reality, a valuable tool for beat officers to achieve their primary duty of protecting life and property.

The best police department is a police department that is, to borrow from Abraham Lincoln, "of the people, by the people, and for the people." ■

Joseph D. McNamara served 35 years in policing, rising from beat officer in the NYPD to director of crime analysis for New York City. He was police chief in Kansas City, Missouri for three years and San Jose, California for 15 years. The author of six books, McNamara is currently a research fellow at the Hoover Institution, Stanford University.

Crime on the high seas is difficult to address because it transcends national boundaries and requires a unique level of international regulatory co-operation. Below, we provide some facts on the high seas and three related criminal activities: piracy, drug trafficking and illegal fishing.

THE HIGH SEAS

- The high seas cover almost 50 per cent of the Earth's surface and 64 per cent of its ocean waters, according to the International Union for the Conservation of Nature.
- The United Nations Convention on the Law of the Sea (UNCLOS) is the main legal instrument governing use and protection of the high seas. As of September 20, 2011, the Convention had been ratified by 162 nations, not including the United States.
- UNCLOS defines the high seas as any waters extending beyond either nations' territorial seas (which stretch 12 nautical miles from each state's coastal low-water line) or nations' exclusive economic zones (which stretch 200 nautical miles from the same low-water lines). Jurisdiction over the high seas includes the airspace above and the seabed below those waters.

PIRACY

- The International Maritime Bureau (IMB) reported 439 attacks by pirates in 2011, including 45 vessels hijacked, 176 vessels boarded, 113 vessels fired upon, 105 attacks attempted (but failed) and 802 hostages taken.
- Somali pirates remain the predominant global threat, accounting for over 50 per cent of total attacks in 2011. Naval intervention and ship hardening activities in the Gulf of Aden are, however, slowly reducing Somali pirates' impact.
- Pirate attacks in West Africa are on the rise, according to a *Globe and Mail* article dated November 4, 2011. Waters off the coast of Benin — where the number of attacks jumped from zero in 2010 to 19 by September 2011 — are particularly volatile.
- Acts of piracy are becoming more violent, aggressive and strategic, according to the IMB. Pirates are employing rocket-propelled and semi-automatic weapons, attacking in more difficult sea and weather conditions, and using hijacked ships as bases from which to stage further attacks.
- More than 90 per cent of captured pirates will be released without prosecution, according to a 2011 report by Jack Lang, UN Special Advisor to the Secretary-General on Legal Issues Related to Piracy off the Coast of Somalia.

DRUG TRAFFICKING

- Experts quoted in *TIME* magazine estimate that 70 per cent of cocaine leaving Colombia's Pacific coast in 2009 was packed aboard semisubmersible vessels that cruise just below the ocean's surface.
- In July 2010, Ecuadorian authorities seized a 74-foot Kevlar- and-carbon-fibre-hulled "narco-sub" — a submarine designed to transport up to nine tonnes of cocaine (a $250-million street value) below the ocean surface for up to 18 hours at a stretch. The drug-sub technology presents "formidable challenges" for authorities, according to the U.S. Drug Enforcement Administration.
- On May 10, 2006, after 43 days at sea, undercover RCMP officers intercepted a vessel off the coast of Angola and seized 22.5 tonnes of hashish — more than six times the amount seized in 2005 either in Canada or en route to Canada — in connection with Montreal-based organized crime operations.

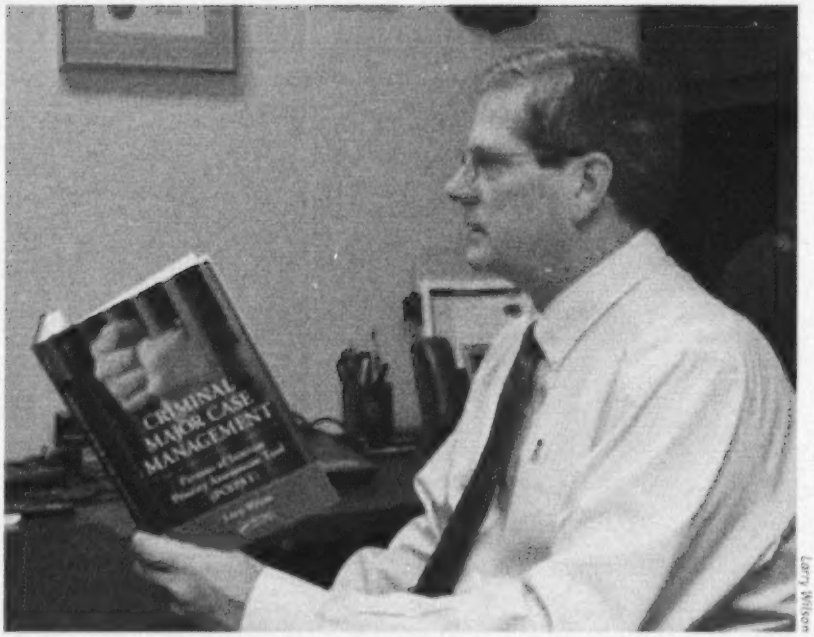
ILLEGAL FISHING

- Global losses from illegal, unregulated and unreported fishing amount to $10–23.5 billion (US) per year, according to a 2009 study by the U.K.'s Imperial College, London. Losses in sub-Saharan Africa alone are estimated at over $1 billion annually, says Greenpeace.
- On September 7, 2011, the U.S. Coast Guard seized its first suspected illegal fishing vessel since 2008: a stateless drift-netter spotted 2,600 miles off the coast of Alaska.
- In Gwadar, Pakistan, over 80 per cent of marine fisheries workers aged 19 years and older began their careers as child labourers, according to research by the International Labour Organization.
- Crime groups in Australia, Canada, China, Japan, New Zealand, Russia and South Africa have been linked to the illegal harvest and sale of high-value seafood, as well as to money laundering and drug production within the fishing industry, says a 2007 report by the Australian Institute of Criminology.

ON THE SAME PAGE

PROFILER SHARES SUSPECT PRIORITIZATION METHOD

After helping track down convicted serial killer Paul Bernardo, behavioural analyst Insp. Larry Wilson realized that there must be a better way to manage suspects in major cases. A decade later, he created the Persons of Interest Priority Assessment Tool (POIPAT), which allowed investigators on Alberta's Project KARE to sort through thousands of tips. Wilson has since written Criminal Major Case Management: Persons of Interest Priority Assessment Tool (POIPAT) *and explains to* Gazette *writer Mallory Procunier why the book should be in as many hands as possible.*



Larry Wilson

The goal of Larry Wilson's POIPAT is to help investigators and their managers deal with cases that have hundreds, if not thousands, of persons of interest.

FIRST OFF, WHAT IS THE POIPAT?

The goal of the POIPAT is to help investigators and their managers deal with cases that have hundreds, if not thousands, of persons of interest and minimal resources to follow up on them.

For example, if you have 100 persons of interest and you only have five investigators, you have to decide whether or not you're going to investigate all of them.

The most effective use of a person's time in an investigative capacity is to look at the people who are most likely to have committed the offence, and that's the whole idea of the POIPAT. It stands for Persons of Interest Priority Assessment Tool, and that's exactly what it does. It takes a look at the people you have identified as persons of interest to determine who of that group are most likely to have committed the offence or offences and put them in order of most likely.

WHEN CAN INVESTIGATORS USE POIPAT?

It can be used in any case where the number of suspects outweighs the number of resources. It could be used in terrorism cases, for example.

You just have to be able to come up with a number of different elements that you could say are true or that you believe to be true about a certain person. On Project KARE, I thought that the fact that the person was connected to the sex trade was far more important than his education in terms of whether or not he's a suspect.

WHAT IS THE GOAL OF THE BOOK?

The problem was that I was the only one who knew how to create this program.

There was a significant amount of interest and demand for the product but I couldn't share it with people without sitting down and creating one for each individual investigation. Every single crime has a different offender and each one of them will have a different characteristic or element so you have to create a very unique POIPAT for every single case.

I wanted to create a manual to describe to others how this works and how they can create their own POIPAT for their own unique investigation. I put that together in the form of a book and I illustrated it by using one of the oldest cold cases, the Jack the Ripper case, which gave it an interesting twist.

WHY IS USING THIS TOOL BETTER THAN SIMPLY RELYING ON INTUITION?

The old methods were highly subjective. There was a certain amount of intuition involved in it. For example, when I was scoring the Paul Bernardo suspects, I could take a look at the file sheet for a particular suspect and based on what I saw there, I could decide if that person would make a good suspect. For the most part, it was just common sense, intuition and a gut feeling. Now, when anyone uses the POIPAT, they will consistently get the same score. It's developed in such a way that anyone can look at a file and no matter which one of those persons scored it, they would come up with the same score.

WHAT'S BEEN THE MOST REWARDING PART OF CREATING IT?

It's been great to see it in action and see people relying on it. Even the investigators on Project KARE had come to rely on it. But at the end of the day, the POIPAT isn't a perfect system. It's not DNA, it's not fingerprints, but it just takes a common-sense approach. If you're an investigator and I'm the investigative team lead and you want to convince me that you have a guy who you think is responsible for a crime, you'd probably tell me three or four elements about that offender that would convince me whether or not he was a strong suspect or not. The POIPAT is similar to that. Although it's capable of assessing about 30 elements, it's the same principle. ■

MULTI-AGENCY SITUATIONAL AWARENESS SYSTEM

A SIMPLE WAY TO SHARE INFORMATION DURING A CRISIS

By Doug Allport, Jack Pagotto and Patty Xenos

Canada's vast territory is bound by three oceans, crosses six time zones and encompasses the most diverse terrain including urban and rural areas, mountains, plains, forests and tundra. With all those landforms and weather types, the possibilities of severe weather and natural disasters are a constant reality.

When disaster strikes, Canadians turn to emergency responders for relief, rescue and preservation of property. Responders must be ready for the challenging scenarios created by disasters, but must also be prepared to contend with crises resulting from human error or malicious intent such as accidents, crime or terrorism.

RCMP

In 2008, New Brunswick and Maine suffered some of the worst flooding in three decades.

SITUATIONAL AWARENESS

Because disasters do not respect jurisdictional boundaries, multiple responder agencies are often called to action and must work together seamlessly to save lives and restore order. These are the moments where interoperability can mean the difference between life and death. From voice communications to a common language to compatible equipment, this is no time for miscommunication or incompatible parts.

Being aware of what's happening around you and understanding what the information means, is called situational awareness (SA). SA plays an important role in responder interoperability as far as planning, executing and adapting an emergency response. Identifying, processing and comprehending the key elements of the information is critical to delivering an efficient response. Situational awareness is vital when there is a high volume of information flow and where poor decision-making leads to serious consequences.

Today, responder agencies across Canada are using a variety of stand-alone crisis information management systems to view data like road closures, flood plains, fire perimeters, evacuation zones and search areas. With few exceptions, these systems are not connected and the inability to share SA between responders is a serious problem.

Improving SA has long been a priority for Canadian responders and its significance was further highlighted in 2008 after New Brunswick and Maine suffered some of the worst flooding in three decades. Flood levels exceeded 27 feet resulting in almost 100 sections of road closures throughout New Brunswick at the flood's peak. Every level of government was called to action, integrating efforts across federal, provincial and local jurisdictions, as well as across the border, non-government agencies and the private sector.

With each agency using their own tools, essential data couldn't be relayed in real-time. In boxes were full of unread e-mails, many of them with situation reports that accurately depicted what happened hours to days earlier, but not what was going on now. Countless hours were wasted relaying outdated information that was repeatedly being entered into each separate system.

SHARING INFORMATION, BETTER

Efforts to improve the rapid sharing of SA had been underway since 2007 when GeoConnections, a national program initiative led by Natural Resources Canada (NRCan), began funding activities aimed at enhancing multi-agency situational awareness sharing. These efforts became known as the Multi-Agency Situational Awareness System (MASAS).

In late 2009, the RCMP in New Brunswick joined a working group funded by GeoConnections and led by the NB Emergency Measures Organization. The working group, consisting of federal, provincial, state, municipal and non-government agencies involved in the 2008 floods, was asked to identify the problems encountered while sharing and acquiring SA.

Initially, there was skepticism about sharing information openly within the broader emergency management community until the group concluded that 90 per cent of the SA was benign, and could be widely shared. They agreed to limit their scope to the road closures, shelter locations and other non-sensitive information, deferring the policy and technical challenges of classified information to another day.

"Our meetings planted a seed, not only with the New Brunswick MASAS working group, but also with our RCMP working group," says John Langille, a technical analyst with RCMP informatics in New Brunswick. "SA was, and remains, an operational priority. We realized that true or real-time SA was possible and could be beneficial for both day-to-day operations and special events."

In 2010, the Defence R&D Canada – Centre for Security Science (DRDC CSS), began building on the work started by GeoConnections, assembling a team of experts that provided a significant re-engineering to

the MASAS architecture.

ORDER FROM CHAOS

In late 2011, this team launched the national MASAS operational pilot (known as MASAS-X) to facilitate interoperable data communications amongst all the stand-alone systems across Canada while providing a basic interface for agencies without an advanced incident management system, mapping application or other such applications.

MASAS-X facilitates the rapid exchange of location-based emergency information using common technologies that will enable field units and agencies to share information in near real-time. The range of information available is pulled from persistent government sources, such as Environment Canada and Natural Resources Canada (NRCan).

In addition, dynamic event-specific information such as shelter locations and status, hospital evacuations, local road closures and event perimeters can also be published. However, MASAS-X is not a public alerting system and is used exclusively by public safety and security response authorities.

Since the launch of this effort, every Canadian province has demonstrated its support by endorsing Public Safety Canada's communications interoperability strategy and action plan, which identifies MASAS as a national priority.

Through its Canadian Safety and Security Program, DRDC CSS is funding a number of projects to support the integration of various technologies with MASAS-X.

TOWARD INTEGRATION

For example, a significant advancement was recently achieved when HAZUS MH — a FEMA (Federal Emergency Management Agency) tool capable of estimating the potential losses to people and property from earthquakes, flood and hurricanes — was interfaced with MASAS.

To enhance its field use, the re-engineering team is working with responders from Sarnia, Ont. and elsewhere to develop a standard operating procedure to guide the use of MASAS by fire, police and emergency medical service responders on smart phones or tablets.

A project with NRCan has integrated solar flare and earthquake alerts directly into MASAS-X.

It's anticipated that future projects will also examine integrating capabilities to track health alerts, pandemic zone demarcation and search-and-rescue activities.

Since the deployment of the pilot project in November 2011, more than 250 agencies have become registered users of MASAS-X and are now using it for exercises, training and real operations.

SHARING MADE EASY

Exercises and training events across Canada have proven that MASAS-X provides a simple way to share documents, pictures, audio, files and situation reports pertaining to an incident or alert message (video attachments are also coming soon). Some high-profile events have already yielded excellent results.

In June 2011, a cross-border exercise hosted by Emergency Management B.C. involved the use of an earthquake scenario to examine the interoperation of technologies like MyStateUSA, and SA Mapper in the United States with ESRI mapping applications and EmerGeo's Fusion Point tools, through an international connection between MASAS and FEMA's Integrated Public Alerting and Warning System OPEN Platform. This was the first time MASAS demonstrated capability to connect with U.S. systems.

Future large-scale training exercises include events like the Huron Challenge, to be held in October 2012. Led by Emergency Management Ontario in close co-operation with Bruce Power (Canada's first private nuclear generator), the aim is to ensure all stakeholders are prepared to respond to a regional disaster affecting the local infrastructure and the Bruce Power site. More than 50 agencies are expected to be linked using MASAS-X.

As for dealing with more sensitive information, for now agencies can include links to password and internal firewall protected sites or indicate who to contact if they have a need to know. Soon, individual MASAS-X participants will be able to set-up their own short-term MASAS environments where they decide what to share.

While still considered an operational pilot, MASAS-X is well on its way to transitioning to a final operating capability in 2013, thereby becoming a critical link in Canada's multi-agency SA systems. Ultimately, pilot projects like these provide an opportunity to see how MASAS works in different situations and feedback from users can be used to customize MASAS to truly meet the needs of the responders. ■

FOR MORE INFORMATION:
WWW.MASAS-X.CA

MORE AIRSPACE FOR FIRST RESPONDERS

Public safety agencies in Canada will soon have access to technology that will help their interoperability.

In May, Public Safety Minister Vic Toews announced an allocation for emergency responders, like police, firefighters and paramedics, of 10 megahertz (MHz) from the 700 MHz broadband spectrum available.

The purpose of this additional airspace will help ensure that when public safety agencies need to communicate or transmit data, they won't receive busy signals or get bogged down by transmissions from the public.

Radio broadband is a commodity — much like water — and the 10 MHz will serve to complement the resources already accessible.

From a policing perspective, it will be handy in a variety of situations ranging from operational support to communicating with other agencies, including U.S. counterparts at the border points.

In the future, use of the broadband may even make it possible for local communication centres to accept reports of crime via text message or even photographs — something currently outside the RCMP's technological abilities.

Public Safety is leading further government consultations to gain access to another 10 MHz, which would enhance their abilities that much more.

"There is an expectation from the public and our police officers and we have to adapt and provide up-to-date technology," says Yvon Lecompte, the director of Mobile Communications for the RCMP. "Technology drives the future of policing."

— Sigrid Forberg

FEATURED SUBMISSION

THE HOT ZONE

WHEN A TOWN BURNS, LOCAL POLICE ARE TESTED

By Cpl. Al Fraser and Cpl. Clint Vair, RCMP Operational Readiness and Response, Alberta

The work of first responders often involves heading into danger when others are fleeing. Typically, after their demanding shifts, first responders are able return to the safety of their offices and homes once the emergency is over. But not always.

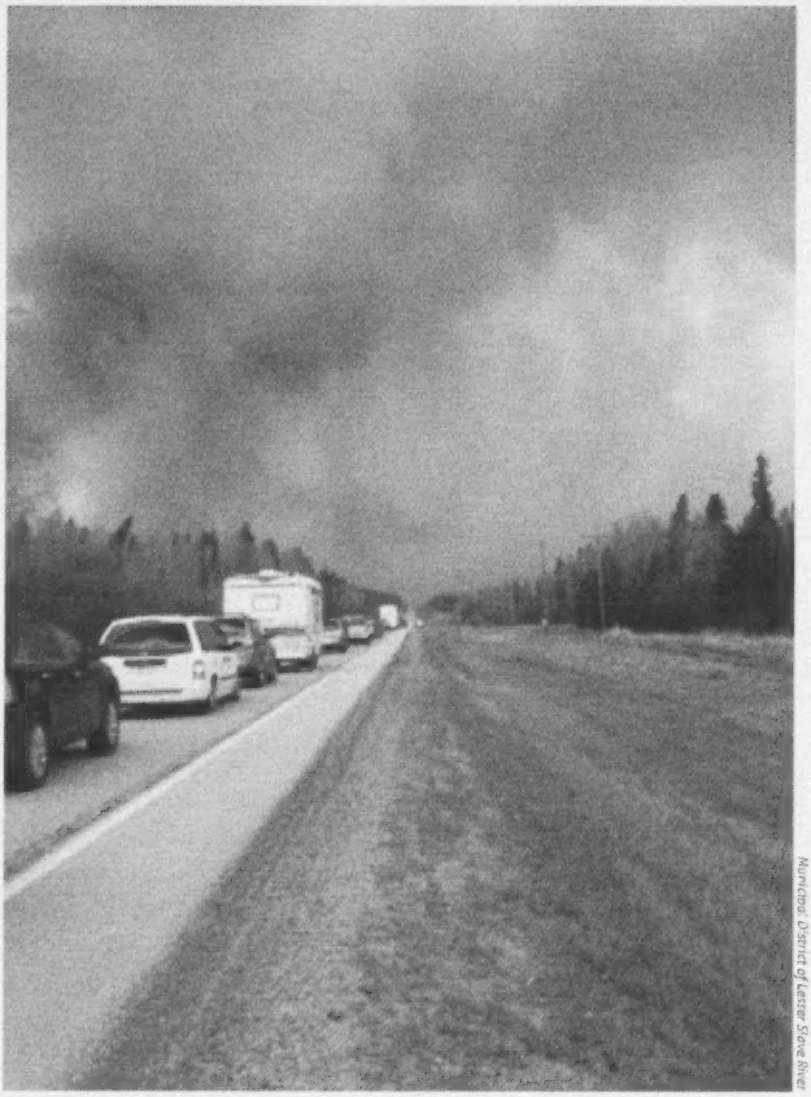
On May 15, 2011, while their detachment, homes and families were under threat from a series of raging wildfires, police alongside other emergency services personnel evacuated 9,000 people from the Town of Slave Lake, Alta. on the only road that leaves town. For several, there was no home to return to that night.

FORECAST: RAINING FIRE

During the month of May, as many as 85 wildfires burned throughout northern Alberta. Several of these fires burned near Slave Lake, located about 300 kilometres northwest of Edmonton. While it was thought that the fires would not endanger Slave Lake, on the afternoon of May 15, extreme winds of over 100 kilometres per hour pushed the flames of a nearby fire straight into the town. During the raging fire, smouldering debris was sucked up into large fiery clouds of smoke, which eventually dropped from the sky like firebombs. Witnesses said that it was literally "raining fire" in the town.

The province declared a local state of emergency and residents, many with only the clothes on their backs, began evacuating. With just one major highway leaving Slave Lake, the task of evacuating the town was challenging, especially with so many emergency services vehicles heading north on the same road. The evacuation was accomplished without incident and remarkably there were no fatalities due to the original fire. Sadly, later in the week, a helicopter pilot tasked with fighting the forest fires was killed when his helicopter crashed.

By May 16, half of the buildings and structures in the town were gone. The town hall (which housed the Emergency Operations Center), a fire hall, government buildings, the local radio station and more than 400 houses in town were destroyed or damaged by the fires. Another 59 homes were destroyed in the surrounding area. Ten businesses were also lost. Both the local RCMP detachment and hospital suffered fire and smoke damage rendering them non-functional. The heat of the fires destroyed buried power, water and gas lines. Sewer and water treatment systems were also damaged.



Municipal District of Lesser Slave River

Police and emergency services personnel evacuated 9,000 people from Slave Lake, Alta. on the only road that leaves town.

Following the evacuation, Slave Lake was empty except for first responders who included 100 RCMP officers from surrounding detachments and the RCMP's Special and Tactical Operations Team in Alberta. Their responsibilities included supporting the Emergency Operations Centre, establishing and maintaining roadblocks, and controlling access to, and conducting patrols within, the evacuated areas. No criminal activity was reported or detected during the evacuation period.

POST-EVACUATION CHALLENGES

Due to the extensive damage, no electricity, potable water, hot food or waste disposal was

available for the first few days following the fires. This caused many difficulties in supporting the emergency personnel working in the evacuation zone. All responding agencies had the same requirements: sleeping shelters, rest areas and cooking and shower facilities. These types of facilities were in high demand. Additional non-emergency personnel who were required to work in the evacuation zones had to be totally self-sufficient when they arrived, as there were no restaurants or hotels available.

The threat of new fires was a real concern, since any small fire could be fanned by high winds. The best strategy to ensure the fires in town were completely out was to flood all the basements of burned-out buildings with water.

However, because water pressure was very low and there wasn't enough water to flood all the buildings, the second option was to collapse the remaining walls to smother any fire sources.

At the reception centres, where Slave Lake residents were anxiously awaiting news about their homes and belongings, rumours began to circulate that homes were being demolished.

To quell the rumours, Cpl. Lorne Doktor recorded a short video, which showed the efforts of a team of fire and police personnel who were meticulously searching each basement and cataloguing and securing any valuables found.

This video proved very successful in helping to reassure the residents that extra steps were being taken by emergency personnel to protect any remaining property and family treasures. During these searches, police found and kept safe a few precious items that were later returned to residents.

To further allay residents' fears, RCMP members from the communities that hosted the evacuees provided up-to-date information on the progress in Slave Lake. The Alberta Government also provided information to evacuees regarding disaster initiatives, support services and emergency funds.

BUSINESS CONTINUITY

The Slave Lake detachment activated its business continuity plan to ensure continuity of operations. Alberta RCMP's asset management and occupational health both conducted assessments on the detachment in Slave Lake, and efforts were made to return the building to operational status.

All RCMP personnel in Slave Lake and their families were in some way affected by the fire, and the RCMP's health services and occupational health were actively engaged during this time. Equipment that was destroyed by the fire was quickly replaced, while the national business continuity process for the replacement of kit and clothing worked extremely well.

Additional district and provincial resources were mobilized to provide service while RCMP employees took leave to rest and begin rebuilding their lives. Eleven of them lost their homes in the fire. Following the fire, several members chose to be rotated out of the community.

The RCMP's asset management and operational readiness and response (ORR) sections worked with the Government of Alberta to secure housing for affected personnel so that they could continue to provide service to the community.

Alberta RCMP's senior management addressed many challenges presented by the wildfires, many of which were unprecedented in their professional experience. Their familiarity with emergency operations and business continuity planning helped them lead the emergency response through the crisis and the recovery operations.

Several months prior to the fires, ORR worked alongside electronic major case management (eMCM) to develop a protocol to capture all written communications and documentation in the event that the Emergency Operations Centre in Alberta becomes activated.

When it was activated in response to the Slave Lake wildfires, eMCM was able to follow this protocol and capture all the e-mail communications, documentation, videos and photographs in response to the crisis and during the recovery efforts. The eMCM subsequently produced a disclosure-like chronological record that could be presented before legal proceedings that might arise following a disaster.

LESSONS LEARNED

Early in the response, an opportunity was unfortunately missed to secure a small tent-city for RCMP personnel, and this prolonged the challenges for them.

It's essential to front load the human and physical resources very early to secure any facilities that personnel on the ground will require for a long-term deployment. Resources can be scaled back when they're no longer required.

As with any emergency or disaster, communication is a crucial component of mounting and maintaining an effective response. Using social media and communicating regularly with evacuees was important to ensure accurate information was being disseminated.

Communication during a natural disaster is challenging at the best of times. In Slave Lake, the power supply and radio station were destroyed by the fire. In the absence of the local radio station, the only means to gather and communicate information was by using cellular phones and social media on smartphones.

RCMP members used their own personal smartphones to gather up-to-date information during the evacuation and at the reception centres by using Twitter, Facebook and other social media. However, due to a policy that requires the use of both official languages, the RCMP in Alberta wasn't able to post information to the social media within meaningful timeframes. These communication difficulties resulted in numerous rumours that required intensive efforts to refute.

Many evacuees were concerned about the delay in returning to the town and were anxious to see the extent of the damage. Bus tours were arranged to allow people to personally see the damage. While not all evacuees could participate in the tours, those who did participate were able to share with the others what they saw and reinforce that efforts were underway to hasten the end of the evacuation.

RECOVERY

The Insurance Bureau of Canada reported that there were $700 million of insured damages as a result of the Slave Lake fire, which was second only to the 1998 ice storms in Central and Eastern Canada.

Ten days after the town was evacuated, approximately 100 essential service workers and their families were allowed to return to restore critical infrastructure and bring conventional emergency services back online. Following this, the remaining residents were also allowed to return. Although many residents were eager to return to do their part to rebuild their community, some residents expressed no interest in returning to Slave Lake. ■

LATEST RESEARCH IN LAW ENFORCEMENT

The following are excerpts from recent research related to justice and law enforcement and reflect the views and opinions of the authors and not necessarily those of the organizations for which they work. To access the full reports, please visit the website links at the bottom of each summary.

THE SHIFT-LENGTH EXPERIMENT: WHAT WE KNOW ABOUT EIGHT-, 10- AND 12-HOUR SHIFTS IN POLICING

By Karen L. Amendola et al. for the Police Foundation

Most law enforcement agencies have traditionally deployed their patrol officers based on a 40-hour workweek in which personnel work five consecutive eight-hour shifts followed by two days off. In recent years, however, an increasing number of agencies have moved to some variant of a compressed workweek (CWW) schedule in which officers work four 10-hour shifts per week or three 12-hour shifts (plus a time adjustment to make up the remaining four hours of the standard 40-hour workweek).

This report presents the results of the first known comprehensive randomized experiment of CWWs in law enforcement. The Police Foundation experiment was designed to test the impacts of three shift lengths (eight-, 10-, and 12-hour) on performance, health, safety, quality of life, sleep, fatigue, alertness, off-duty employment and overtime among police.

KEY FINDINGS

- Ten-hour shifts appear to offer advantages over eight-hour shifts, both individually and organizationally, with no noted disadvantages. For example, those officers working 10-hour shifts got significantly more sleep per night (over half an hour) than those on eight-hour shifts and had a significantly higher quality of work life. Also, those on 10-hour shifts worked the least amount of overtime of the three groups, potentially resulting in cost savings.
- The benefits of 10-hour shifts do not extend to 12-hour shifts. For example, while those on 10-hour shifts got significantly more sleep than those on eight-hour shifts, the same was not true for those on 12-hour shifts. Also, those on 10-hour shifts had a higher reported quality of work life than those on eight-hour shifts, but those on 12-hour shifts did not.
- Twelve-hour shifts may pose safety risks to officers and the public. While shift length did not impact safety (e.g. driving, reaction time), those assigned to 12-hour shifts had significantly lower average levels of alertness at work and were more sleepy than those on eight-hour shifts, something that was not true for those on 10-hour shifts.
- Eight-hour shifts may be more costly than organizations realize. In our study, those officers assigned to eight-hour shifts worked more than five times as much overtime per two-week period (5.75 hours) as those on 10-hour shifts (0.97 hours), and more than three times as much as those on 12-hour shifts (1.89 hours).
- Shift length did not have a significant impact on any of our measures of performance, safety, work-family conflict or health. ■

TO ACCESS THE FULL REPORT, PLEASE VISIT: WWW.POLICEFOUNDATION.ORG

TACKLING ORGANIZED CRIME THROUGH A PARTNERSHIP APPROACH AT THE LOCAL LEVEL: A PROCESS EVALUATION

By Lauren van Staden, Samantha Leahy-Harland and Eva Gottschalk for the U.K. Home Office

In 2010, the U.K. Home Office set up an initiative to engage community safety partnerships (CSPs) across England and Wales in exploring how local partnership working could be used to more effectively tackle organized crime. (CSPs are statutory bodies made up of representatives from the police and police authority, the local council, and the fire, health and probation services. Partner agencies work together to develop and implement strategies to protect their local communities from crime and disorder.)

This report presents the main findings from a process evaluation undertaken of the 12 pilot sites included in this initiative.

KEY FINDINGS

- Overall, areas predominantly described the local organized crime problem as being made up of gang activity and drug supply.
- Prior to the implementation of the pilots, tackling organized crime was perceived to have been a police-led activity in which partner agencies had little, if any, involvement.
- A strong and consistent view expressed by interviewees was that a "one model fits all" approach was not appropriate when developing responses to such a complex crime area. However, each area's approach broadly encompassed the following four components: identification of organized crime targets; engagement of partners; sharing of information between partners; and partnership activity based on information that was shared.
- A wide range of traditional (i.e. those previously engaged in tackling crime and disorder) and non-traditional partners were engaged in adopting a partnership approach.
- A method of developing a shared understanding of the roles that each partner could play was to run a "tools and powers" event where partner agencies would come together to discuss the pilot. These events were perceived to be successful in identifying the roles partners could play, the tools and powers available to them and how they might benefit from involvement in tackling organized crime.
- Sharing information on organized crime was considered to be a complex process in comparison to more traditional CSP information sharing, not only because information was sensitive but also because many partners had not traditionally been involved in tackling organized crime at the local level.
- Progress in implementing the pilots was

Based on a 40-hour workweek, 10-hour shifts appear to offer advantages over eight-hour shifts.

slower than anticipated. In particular, identification of partners and the types of information required took longer than expected.

- Almost all partners involved in the pilots identified a range of opportunities that arose as a result of working in partnership to tackle organized crime. These ranged from direct benefits and opportunities (e.g. better information to target individuals) to indirect benefits (e.g. developing a wider network of partners to tackle other crime types). ■

TO ACCESS THE FULL REPORT, PLEASE VISIT: WWW.HOMEOFFICE.GOV.UK

HIDDEN IN PLAIN SIGHT: WHAT COST-OF-CRIME RESEARCH CAN TELL US ABOUT INVESTING IN POLICE

By Paul Heaton for the RAND Corporation Center on Quality Policing

In developing funding policies in any area of social concern, policy-makers must identify policies that yield the greatest benefits, given finite resources.

One such area of concern is crime control policy, an area in which numerous stakeholders promote different policies. Faced with a myriad of policy options (e.g. more police, more prisons, alternative courts, rehabilitation programs), policy-makers often end up allocating expenditures to crime control initiatives without a clear indication of the likely return they can expect from such investments.

Recent budget shortfalls in many localities have only heightened the need for better information on the value of public investments in controlling crime, as policy-makers grapple with difficult decisions about which programs to support during periods of fiscal austerity.

One of the most common crime control investments made by state and local governments is police personnel spending. For policy-makers to properly assess the value of police personnel relative to other crime control options, they need to be able to conduct a reasonable cost/benefit analysis of police manpower.

Such an analysis, in turn, requires sound evidence about crime costs and police effectiveness in reducing crime. The good news is that such evidence is in "plain sight"; the bad news is that it tends to be "hidden" within the social-science literature in academically oriented journal articles.

This paper summarizes existing high-quality academic research on the cost of crime and the effectiveness of police in preventing crime. It serves as a bridge to help policy-makers understand what the current social-science literature can tell them about the value of investments in police.

As such, it translates what is in the social-science literature, providing non-technical descriptions that highlight the approaches and limitations of existing studies. It then demonstrates a method for comparing the costs of police personnel with the expected benefits generated by those police in terms of reduced crime; it does so by using two real-world proposals — one involving force expansion and one involving force reduction — to illustrate the process.

Applying that cost/benefit framework to several real-world police hiring and firing scenarios demonstrates that investments in police personnel generate net social benefits. In the case of police hiring in Los Angeles, this conclusion persists across a wide range of alternative modelling assumptions, which shows that the results are robust. More broadly, for a number of large cities, we estimate returns on investments in additional police in terms of reduced crime that are likely to be appreciably above hiring costs.

We also show how the approach could be expanded to accommodate alternative views regarding which crimes and which costs are properly included in the cost/benefit calculations. ■

TO ACCESS THE FULL REPORT, PLEASE VISIT: WWW.RAND.ORG

Alberta Environmental Public Health

The areas used for growing plants may contain spilled and sprayed chemicals, electrical tampering and hanging live wires, as found in this residential grow op.

CALGARY'S MARIJUANA GROW OPERATIONS ABATEMENT PROGRAM

Public health inspectors with Alberta Health Services' Environmental Public Health Program have been working with the Alberta Law Enforcement Response Team (ALERT) in Calgary — an integrated unit comprised of Calgary police and RCMP — in an effort to clean up marijuana grow operations. This article, written by illicit drug operations/prosecutions specialist Vicki Wearmouth, outlines the benefits of this approach.

By Vicki Wearmouth,
Environmental Public Health, Alberta

In the summer of 2003, when the Calgary police drug enforcement team entered a residential marijuana grow operation (MGO) and discovered a home infested with mould, they contacted the Environmental Public Health Program (EPH) in Calgary. A public health inspector attended the home and subsequently determined it was unfit for human habitation. An Executive Officer's Order was issued requiring the owner to remediate and repair the home before it could be re-occupied.

Following this initial engagement, requests for the assistance of EPH became routine whenever police encountered mould during their MGO investigations. The damages and additional hazards found in the set-up and operation of these facilities were creating unsafe conditions not only for the current occupants or first responders on scene, but for any unsuspecting or unknowing future residents.

By late 2003, EPH made the decision to attend all marijuana grow operations that the Alberta Law Enforcement Response Team in Calgary, known as the Green Team South, dismantled.

EVOLUTION OF A GOOD IDEA

By 2004, the Calgary Fire Department hazmat team, who had been responding with the Green Team South since late 2002, had identified a typical profile of the most common hazards found in MGOs, and developed a protocol to ensure that both responders and inspection teams stayed safe from harm. Since then, EPH has developed a structured approach to mitigating the hazards of domestic marijuana grow operations, from initial investigation to re-occupancy after remediation.

Several partnerships with other organizations have developed over the years. In 2005, the City of Calgary's safety codes officers became part of this integrated team, ensuring the on-site safety of responding officers by identifying and mitigating imminent dangers.

Together, EPH and the safety codes officers have become the safety component of the Green Team South.

Safety codes officers in the municipalities surrounding Calgary now support the request for their involvement in the inspection process and permit issuance during remediation, and attend the grow op interventions when possible. These partnerships have resulted in the creation of one of Canada's first cross-disciplinary response teams attending MGOs.

Public health inspectors enter a marijuana grow operation under the authority granted by Alberta's Public Health Act using the Nuisance and General Sanitation Regulation to require the property owner to eliminate hazards. The inspector carefully assesses the dwelling and takes detailed notes and photographs. This evidence is used to draft an Executive Officer's Order, the legal document requiring the owner to take corrective actions to eliminate the health risks.

Often, the public health inspector observes critical health hazards and declares the house unfit for human habitation. This prohibits anyone from entering or occupy-

ing the dwelling without the consent of the public health inspector.

Before the house can be reoccupied, the inspector must re-inspect the dwelling to ensure the appropriate corrective actions were taken.

HAZARDOUS ENVIRONMENT

The interior environment of a grow operation is warm and humid — an ideal environment for mould growth. Surfaces throughout the grow operation are potentially contaminated by the mixing and use of chemicals to aid in plant growth or eliminate pests. Pesticides, fertilizers, cleaning agents and other chemicals used in marijuana grow operations can be highly toxic and are hazardous on contact, when inhaled or if ingested. Frequently stored in unlabelled containers, these chemicals pose a particularly high risk to children who may come into contact with them.

The areas actively used for growing plants and mixing chemicals are normally the most critically impacted areas of the premises, and may contain spilled and sprayed chemicals, electrical tampering, hanging live wires, high carbon dioxide levels, toxic levels of mould, structural tampering and explosive materials.

Practices that are used within grow op houses, such as coring holes through foundation walls for re-routing electrical conduits, impair the overall structure and weather worthiness of the building. Tampering with the exhaust stacks from the furnace and hot water tank in an effort to elevate carbon dioxide levels in the plant growing environment, not only leads to unsafe levels of CO2 within the house, but can also create pockets of reduced oxygen and increased levels of carbon monoxide. The maze of hanging electrical wires creates entrapment hazards for emergency response or fire personnel.

These alterations and hazards lead to an unsafe living environment that, unless properly repaired, will remain a danger to future occupants. Proper repair, along with the cleaning or removal of contaminated materials, is the only way to protect them.

Every precaution is taken to ensure the safety of those who enter a residential marijuana operation. A police tactical unit secures and monitors the house to ensure the immediate hazards are removed. Investigators and inspectors wear personal protective equipment, including respirators, coveralls and gloves, to ensure protection.

ASSESSMENT AND REMEDIATION

The Environmental Public Health Program within Calgary has developed a protocol for the remediation of these properties in an attempt to return them to a suitable condition.

After the initial police investigation has been completed, the public health inspectors and safety codes officers are allowed to enter the property. Safety codes officers are trained to assess and provide direction on how to lessen the risks associated with damaged heating, ventilation and electrical systems.

The public health inspectors obtain evidence that enables them to write an Executive Officer's Order requiring proper remediation work to be undertaken. The property owner must hire an experienced mould investigator or environmental consultant to thoroughly investigate both the easily accessible and hidden areas of the house for mould growth and other hazardous materials. Their written assessment report must be submitted to EPH for review and acceptance.

All grow-op related or other potentially hazardous materials still within the property must be removed and properly disposed of. These include all chemicals found on site. Asbestos in building materials is often found and must be properly contained and removed to ensure the safety of workers and future occupants.

Thorough cleaning or removal is required of all surfaces, carpeting and draperies within the premises. The heating and ventilation system, including ductwork, also must be thoroughly cleaned.

After an acceptable level of remediation work has been completed, which includes the scope of work assessment from the environmental consultant and satisfactory air sampling results, on-site re-inspections are carried out by public health and safety codes inspectors. This approach to grow ops is becoming standardized across Alberta.

BENEFITS OF A MULTI-AGENCY APPROACH

In an approach specific to Calgary, the Executive Officer's Order requires that the premises remain unoccupied until the necessary work is completed and accepted by Environmental Public Health. Over the years, it was found that many of these properties were abandoned with no remediation work initiated. These derelict properties were becoming a major concern to the communities and it was determined by City Council that a multi-agency team was a possible solution to this problem.

In 2010, the Co-ordinated Safety Response Team (CSRT) was established to deal with the delayed remediation of unsafe properties. The CSRT includes members of the Calgary Police Service, Alberta Health Services, ALERT – Safer Communities and Neighborhoods, animal and bylaw services, and city services.

This multidisciplinary approach was taken to create a program of co-ordinated review, inspection, investigation and enforcement of minimum standards of safety for identified sites.

Benefits of a co-ordinated proactive review, inspection and investigation approach include the expertise and legislation possessed by the various agencies and a single point of contact for the responding public.

An initiative taken by the CSRT has been to fence all marihuana grow operation properties after they are dismantled by Green Team South and investigated by Environmental Public Health and the City of Calgary safety codes officers in an effort to restrict unauthorized entry.

Along with fencing, the city issues orders under the *Municipal Government Act* (MGA) requiring the owner to make application for required permits within 60 days after the appeal period and to begin remediation work, as stipulated in the Executive Officer's Order issued by EPH, within 180 days of the permits being issued. Failure to comply with the MGA order could result in a city-ordered demolition, the cost for which will be charged back to the property owner on property taxes.

Since the start of the fencing initiative, there has been a remarkable increase in the number of applications for required remediation permits. The time lapse between Green Team South dismantling the grow operation and the completion of remediation has been significantly shortened.

This integrated approach to handling marijuana grow operations developed in Calgary has caught the attention of other agencies throughout Alberta and across Canada. ■

COUNTERING THE COUNTERFEITS

CANADA'S NEW BANK NOTES PROVIDE MORE SECURITY

By Sigrid Forberg

Rates of counterfeiting bills are currently at a low, leaving many wondering why the Bank of Canada has chosen now to unveil their new high-tech polymer bills.

But for the bank, it's all about ensuring those levels stay low and Canadians' trust in their currency stays high.

"We want to ensure Canadians can use their cash with confidence," says Julie Girard, a senior analyst in media relations with the currency department. "We wanted to be pre-emptive rather than reactive to stay ahead of the curve."

Starting with the new $100 in November 2011, the bank has been staggering the release of the new series, which will conclude with the $10 and $5 to be released by late 2013.

RISK MAKES FOR REWARDS

Usually, the bank unveils new notes every 15 years or so, but with recent technological advances they realized that keeping up with counterfeiters would require more frequent updates.

The new notes, made of a durable plastic called polymer, are a big shift for the bank. Changing everything down to the material carried a certain amount of risk.

"Of course the Bank of Canada is risk-averse, but we wanted to take calculated risks," says Martine Warren, a scientific adviser with the currency department.

"We're fortunate in that we had a lot of leeway, basically a blank page to work with."

Moving away from the traditional cotton-paper notes makes the notes more secure. And they ensure Canada's new currency stands out on the world stage.

The numerous and innovative security features include metallic images, transparent text, raised ink, hidden numbers and one small and one large transparent window.

The large window on the right side of the bill, complete with metallic portraits on top and a building on the bottom, embossed lettering and numbers and maple leafs is unique to Canada. No other country currently has such a large window in its notes.

Girard says few people realize just how much it takes to launch a new series. It took years of development and consultations to get the notes ready to roll out.

"I always tell people it's a very small piece of real estate that the developers have to work with," says Girard.

"It takes a lot of work and effort to fit all the security features into such a small piece of polymer."

FIGHTING THE FAKES

Everyone from police officers to focus groups were consulted on what they wanted and needed to be comfortable and happy with the new notes.

Information provided by the RCMP about counterfeiting helped the bank decide what security features needed improvement and also what police officers would need to help investigators and the general public recognize works of forgery.

Also based on law enforcement information, the bank determined what materials and machines counterfeiters typically use in producing the fakes and set out to determine how difficult it would be to make counterfeits.

Although possible, they found it's much more difficult, expensive and frustrating to copy or mimic the polymer notes compared to the cotton-paper ones.

"We really enjoy working with the RCMP," says Girard. "We've had a positive and fruitful relationship that has resulted in some really interesting seizures and helpful feedback."

That relationship continues as the bank works with police officers across the country to familiarize them with the new notes and their security features, offering free training and making themselves available for questions, comments and concerns. They also collaborate with police and prosecutors through their compliance unit that develops special legal tools and resources.

For the Bank of Canada, all that hard work will pay off in the long run. They're quite proud of the new notes — and not just for security reasons.

The polymer also ensures the bills will last nearly 2.5 times longer, stay cleaner, be waterproof and at the end of their life cycle, they can be recycled. And of course there's also the esthetic appeal.

"We picked images that are distinctly Canadian, lasting and reflective of Canadian values," says Warren. "The whole series is something we can all be proud of as Canadians." ■

The security features of the new polymer bills

Bank of Canada